DOCUMENT RESUME

ED 064 332 TM 001 497

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TITLE Critical Problems of Evaluation in the Great City Schools: Diagnoses, Analysis, Suggested New Directions.
PUB DATE Apr 72
NOTE 97p.; Paper presented at the annual meeting of the American Educational Research Association (Chicago, Illinois, April 1972)

EDRS PRICE MF-$0.65 HC-$3.29
DESCRIPTORS Administrative Personnel; Conferences; *Educational Research; *Evaluation Techniques; *Program Evaluation; *Questionnaires; Surveys; *Urban Schools
IDENTIFIERS *Elementary Secondary Education Act Title I

ABSTRACT

A study conducted of Title I evaluation practices in urban districts which comprised the membership of the Council of the Great City Schools and to identify special problems related to Title I evaluation, as well as make recommendations for improving evaluation practices, is presented. The report contains the following sections: I. Evaluation of Title I Projects: Problems and Needs; II. Summary of On-Site Visits: Procedure and Results; III. Summary of Questionnaire Results; IV. Summary of Conference Results; and Appendixes. The appendixes are: Combined Questionnaire for Research Directors and Title I Coordinators; Lake Placid Conference. (DB)

ED 064332

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CRITICAL PROBLEMS OF EVALUATION IN THE GREAT CITY SCHOOLS: DIAGNOSOS, -- ANALYSIS -- SUGGESTED NEW DIRECTIONS

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Presented at the Annual Convention of the American Educational Research Association; Chicago, Illinois; April 4, 1972.

Introduction

In April, 1970, the Council of the Great City Schools was awarded a contract by the Department of Health, Education and Welfare to survey member school districts * relative to certain aspects of Title I of the Elementary and Secondary Education Act of 1965. Two of the more specific purposes of the study were to study Title I evaluation practices in the urban districts which comprised Council membership and, from the perspective of local district personnel, to identify special problems related to Title I evaluation and make recommendations for improving evaluation practices.

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*The authors are indebted to the following persons who were staff members of the Council of the Great City Schools at the time of the study and who assisted in its conduct: Marvin Dawson, William T. Denton, Lora Liss, Gerald Colendine, and Edward N. Whitney. Member districts at the time of the study were: Atlanta, Baltimore, Boston, Buffalo, Chicago, Cleveland, Dallas, Denver, Detroit, Los Angeles, Memphis, Milwaukee, Minneapolis, New York City, Philadelphia, Pittsburgh, St. Louis, San Diego, San Francisco, and Washington, D. C.

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The authors were involved in the study respectively as Director of Research for the Council, consultant, and member of the Council's Research Advisory Committee.

The project began May 1, 1970, and it ended with delivery of a final report on July 29, 1970. It was conducted in three major task groups, as follows:

1. A telephone survey in which the federal program director from each of the twenty member districts was asked to identify and forward reports on the two "best" Title I projects of the 1968-1969 school year. The federal director used his own criteria for "good." The research director in each district was asked to identify and forward reports on the two "best" Title I evaluations. The evaluation did not have to be for the projects chosen by the federal program director.
2. Site visits to four member districts. During these visits, information was gathered from personnel involved in Title I projects. Information from the first two visits was used to develop two questionnaires to be administered to the research directors and the Title I program directors. The final two site visits were used to validate the questionnaires and gather additional information.
3. A conference held at Lake Placid, New York, early in June. Participants at this conference included research and evaluation personnel, federal program directors, other administrators, and teachers from the member school districts. Each participant was involved in some key way in Title I programs. This unique mixture of personnel representing a number of different viewpoints was used to gather additional

information relative to Title I projects and Title I evaluations.

The information generated through the above activities served as the input for this report.

I. Evaluation of Title I Projects: Problems and Needs

Evaluation of Title I projects has been required since the very beginning of the program. The original guidelines stated that every project had to be evaluated, and considerable resources, both financial and human, have gone into evaluation efforts. It is an understatement to say that these efforts have not met with complete success, either at the local, state, or national levels.

At the most general level, the problem has stemmed from lack of adequate methodology for the task at hand. The guidelines stated that a wide range of research-like questions were to be answered about Title I projects, but they set a different context from that traditionally faced by researchers. Matters of research -- or "evaluation" -- were not to influence the planning of programs. To draw from the language actually used, the tail was not to wag the dog. This meant that many traditional controls were not useable.

Evaluation was attempted, but the lack of an adequate theoretical and methodological base doomed the early attempts to failure. Egon Guba, in the March 1969 issue of Educational Researcher, voiced the feeling of frustration of a good part of the educational research community with his statement that "evaluative inquiry does little more for the researcher than to give him an opportunity to disgrace himself while not really serving his purposes."[1]

As we shall see, this frustrating lack of success has had a positive long-range effect by making clear the need for new methodologies and by fostering related developmental efforts. A number of very capable people have recently been engaged in building theories of evaluation and in developing appropriate methodologies. Recent books, such as Educational Evaluation and Decision Making, by Stufflebeam and the Phi Delta Kappa study group; Discrepency Evaluation, by Prevus; the Education of Instruction, by Wittrock and Wiley; and individual titles in the AERA monograph series, attest to major accomplishments in this area. A purpose of the Great Cities project was to aid this effort by identifying and discussing evaluation problems as they are seen by people in the field. Evaluation by its nature is field-oriented, and any theory or set of methodologies which does not account for the concerns of people who work in the field is certain to be incomplete and its products of limited usefulness.

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[1]Guba, Egon, "Significant Differences, "Educational Researcher, XX:3, March 1969, p. 5.

Five general areas of concern were identified in that part of the project addressed to evaluation: planning and funding, design and implementation, impacting the decision process, personnel, and state and federal relationships.

A. Planning and Funding

The feeling was strong among people who made inputs to the project that many difficulties in evaluation of Title I projects stem from inadequate planning before projects begin and, in a related matter, from inability to consider long-range approaches because of funding uncertainties.

Planning for evaluation has been weak because, in apparently a large number of instances, no person with evaluation expertise has been included on the planning team. The suggestion that the tail not wag the dog has been taken quite literally, in other words, and evaluation has often not been considered until projects were actually being implemented. This has meant that there were often no evaluation design considerations whatever, even those which would have little effect on the operation of the program. It has also meant a late start in detailing information needs, in locating and building suitable instruments, and in designing methods for information collection. The evaluator has therefore found himself under a severe time constraint and has sometimes been beyond the point when certain information should have been collected. Lack of development time has forced a frankly shoddy job in instrument development in far too many instruments. Clearly, evaluation needs should be identified as early as possible, and an evaluator should be a part of the planning team.

Another planning difficulty has revolved around poor statement of goals and objectives. Goals and objectives have often been "fuzzy" and not stated in precise enough terms to lend themselves to measurement. At a somewhat different level, they have often been irrelevant to the real purpose of the project. A tendendy to select ready-made objectives from those suggested in state and federal guidelines was evident. Thus, a project's stated objectives may appear to fit state and federal priorities, but they may have little relationship to what the project is really intended to accomplish. Product evaluation built around such irrelevant objectives is, of course, almost certain to indicate that a project is not successful, whatever its real effects may have been. Objectives may also adhere too strictly to traditional goals, and yet be clearly stated. A great deal more attention is needed to deriving,

that is, initially stating and systematically revising, meaningful objectives.

Another problem is failure to adequately define project procedures. This may be related to poorly stated objectives, as well as to numerous other causes. An outcome is that a project is in reality likely to be no project; teachers will not understand what is expected of them and will just do what they otherwise would have done. Thus, the treatment variable will have no operational meaning. This problem also affects the chances for good "process." As stated below, there was strong feeling among all project participants that process evaluation techniques need to be improved and used a great deal more. Process evaluation is, of course, tied directly to program procedures and their implementation and efficacy. If program procedures are poorly defined, meaningful process evaluation is unlikely.

A planning problem identified by several participants was the failure to gear evaluation designs to individual project needs. In large numbers of situations, attempts are apparently made to use the same basic evaluation design for every project, and the design may have involved simply securing pre- and post-test results from instruments of doubtful relevancy. In reality, evaluation needs differ according to a number of project characteristics. According to the complexity of a project, for example, the amount and type of feedback needed for management control will vary. According to the level of uncertainty related to treatment effects, to inservice needs and procedures, and to other project components, information needs will differ. Other things equal, the resources used for evaluation of a project should relate to the amount of resources allocated to the project itself, and even this simple rule-of-thumb is often not followed.

Participants in the study had a good deal to say about funding of evaluations. The lack of clear direction from state and federal levels has created uncertainty, and the proportion of Title I funds allocated for evaluation has varied greatly just in the Great Cities. The quality of the evaluation effort is certain to vary drastically in this situation. The feeling is that, as a general rule, at least five percent of project resources should go into evaluation. Until guidelines give clearer direction, however,this rule will not be followed. The competition for funds is keen, particularly in the large cities which are experiencing financial difficulties anyway, and, coupled with the general feeling that evaluation has not proved very helpful in the past, the

temptation is strong to put as many of the resources as possible into programs and to do a perfunctory job in meeting the evaluation requirement. The self-defeating nature of this approach, so far as any meaningful evaluation is concerned is evident, and is recognized as such. Federal program directors, evaluation specialists, and others with relevant decision responsibilities beg for more clear direction as to the proportion of funds which should be allocated for evaluation.

A related problem is the indefiniteness of funding from year to year and the lateness in the school year of being informed of appropriation amounts. Longitudinal evaluation designs are needed for many programs and yet cannot be planned under current funding arrangements. Even with the year-to-year situation, actual amounts of appropriations are often received so late in the school year that adequate planning for the next year is impossible.

B. Design and Implementation

The most general problem identified in the design area is the seeming lack of a theoretical base for evaluation or, to state it in a different way, the lack of an overall evaluation strategy. Because of this situation, the purpose of evaluation is often not clear, and planning is haphazard.

Two more specific methodological problems are pupil mobility and assessing multiple project effects. Title I projects are, of course, circted toward pupils from low-income families, and in most locations these are the pupils with the highest mobility rates. In a specific project, a high proportion of subjects may move in the course of a school year, and evaluation designs which depend on assessing long-range effects on individuals are practically impossible to implement. Another difficulty is that program effects may not have time to operate, so that basing the assessment on whoever happens to be in the project at measurement time is not a solution. Help in solving this problem in a manner not excessively costly is needed.

Assessing multiple project effects is another difficult problem. Many children will be in more than one Title I project, and in any event all will have a number of other school-related experiences. The effects of these experiences interact, and assessing the effects of a single project or a specific set of projects is practically impossible without the ability to assign students and use some kind of experimental design.

Measurement poses a difficult problem in much of Title I evaluation. A strong tendency has been to use what existed, that is, to use the results of the testing program of the school district. This has led to an overreliance on standardized tests and has caused a focus which has been too narrow and too restrictive. Measures of effect, of process, of classroom interaction, and of other such variables are often needed and not available , and, even, when one is focusing on a basic skill such as reading, the relevant behaviors may not be adequately covered in a standardized test. Often such effects as organizational change, teacher attitude change, and change in the relationship of school and community go completely unmeasured. As indicated above, problems of stating objectives, of inadequate preplanning, of funding, and of timing mitigate against construction of needed instruments.

Another methodological problem which has been widely recognized but not solved is the need to include fiscal data in evaluations. "Cost-effectiveness" are spoken of frequently but seldom used in Title I evaluations. A simple, understandable, and practical method for tying cost figures to other evaluative data is needed.

A whole set of problems exists in what might be called the "efficiency" area. Often, there is apparently little effort to coordinate evaluation efforts internally and to coordinate with state and federal requirements. This results in excessive testing of children, and an unnecessary time burden is imposed on teachers and administrators. Information systems which meet all needs on a timely basis, but without duplication, are needed but poorly developed in most districts at this time. Help in planning, developing, and implementing such systems is needed.

Several study participants spoke of role conflict as a problem. Apparently the place of the evaluator in the organizational structure and the nature of his relationship with program managers and other decision makers is unclear and causes communications problems. Lines of authority are not understood, and the independence of the evaluator, along with the integrity of his work, is threatened. At the other extreme, evaluation often exists as an isolated operation with little connection to the rest of the district organization and subsequently with little connection to the planning and management decision processes. Suggested organizational patterns for locating the evaluation

function are needed.

Inability to implement longitudinal designs was referred to above in the discussion on funding. In addition to hindering a rational developmental process, this is seen to cause an over-emphasis on one-shot studies. The possibility of verification of important findings through replication is greatly needed.

Inability to implement longitudinal designs was referred to above in the discussion on funding. In addition to hindering a rational developmental process, this is seen to cause an over-emphasis on one-shot studies. The possibility of verification of important findings through replication is greatly limited.

Process evaluation is a major sub-area of difficulty. As noted previously, study participants, whatever their roles, agreed that greater emphasis on process evaluation is needed. Yet, they noted, guidelines do not promote process evaluation, and techniques for implementing it in an economically feasible way appear not to exist. Current process evaluation techniques were seen as time-consuming, costly, and in need of expertise not generally available. Since it is likely to involve observation in the classroom, it appears threatening to teachers and program administrators who do not understand its purpose. Further, observers in the classroom interfere with the instructional process and thus may affect what is being assessed. If the number of direct observations is reduced, the outcome is likely to be an additional record-keeping task imposed on teachers. Help in this area is badly needed. First, as noted, workable process evaluation methodologies should be developed. Currently available models are simply too costly in most instances. Ways of informing line staff about process evaluation and its purpose are needed. Ways of specifying the type of process evaluation needed in specific situations should be developed. Finally, necessary funding must be provided.

C. Impacting the Decision Process

The third general problem area deals with impacting the decision process related to Title I program planning and management. Evaluators and decision makers alike agree that in far too few instances have the evaluation process and evaluation results had any effect on program planning and program management.

This, of course, makes a travesty of the evaluation function; it should exist as a service to decision making, for it serves no intrinsic purpose at the public school level.

Study participants noted that evaluation and program management are often separated in such a way that evaluation is isolated, with its role unclear either to evaluators or to program personnel. In these instances, it does not serve its intended purpose because of misunderstandings and, related to these, poor performance. That is, it often does not feed key items of information to the people who really need them at the proper time. This problem clearly has two sides. First, evaluators need to learn to do their own jobs better, but, second, decision makers need to understand the evaluation process better and learn to use the results it produces.

To take the second point first, there were a number of comments to the effect that decision makers do not understand evaluation well enough. They are not oriented to the evaluation process, and they do not understand how it can be useful to them. This results, participants noted, in a lack of commitment on the part of decision makers to make use of information produced through evaluation. A number of participants suggested that teachers, administrators, program managers, and other decision makers need to be "educated" on the ways evaluation can be used to improve program planning and management.

A related point is that political considerations are often the major determinant in making decisions. No one suggests that politics is not always going to be a component of decision making, but the point is that it should be kept in proper perspective and that evaluative information should also play its proper role.

In the same general area, problems are caused by an over-emphasis on positive results. Program managers and developers believe in what they are doing, and they want results to support what they firmly believe is right. Evaluation in this case poses a threat, largely because its purpose is misunderstood, with the result that evaluators do not get the cooperation they need and are placed under undue pressure to show positive outcomes. Again, the suggested solution is education of relevant decision makers to the purposes and limitations of evaluation.

The other side of the coin is that evaluators quite often fail to produce the information which is needed. They fail to identify the key decision makers and to interact with them, and they fail to differentiate the information

needs of decision makers at different levels of the planning and management process. The same report will be given to the superintendent of schools and to the classroom teacher, for example. Clearly, decision makers at different levels need different types of information and they need different reporting formats. The evaluator's responsibility is to identify relevant decision makers, determine the type of information needed at different levels and at different points in time, and determine the most useful formats for transmitting it. The feeling was that most evaluation units need help in designing more effective reporting systems.

Some study participants suggested that decision makers at times do not use evaluation results because of lack of confidence in the information given to them. This can result from misunderstandings, from failure of evaluators and decision makers to interact, from poor reporting practices, and, it was noted, from such things as failure to report results in terms other than standardized test results.

D. Personnel

Study participants noted one problem which has been recognized nationally and which therefore should come as no surprise to readers of this report. The problem is a shortage of personnel specifically trained to plan, implement, and conduct evaluation activities at the public school level. Persons trained in traditional research methods are simply not prepared, and those with the most rigorous training sometimes prove least useful to an effective evaluation process.

As noted previously in this paper, and as recognized in the literature, research and evaluation serve different purposes, and while they utilize some of the same techniques, they appear to require a different theoretical base. Training programs now in existence do not seem to prepare persons for evaluation as a major area of endeavor, and this deficiency is keenly felt. Special evaluation training programs are the suggested remedy.

E. State and Federal Relationships

The last general area of difficulty identified by study participants was

relationships between the local education agency and state and federal agencies.

Part of the problem relates to guidelines. The feeling was that evaluation guidelines are far too incomplete. Frequent changes in guidelines were cited, as were conflicts on some points between state and federal requirements. An additional point was that guidelines are too restrictive to allow sufficient local flexibility, and that most guidelines are more suitable for administration in smaller districts than in the large city school system.

A great deal was said about the national evaluation surveys of the past two years. The relevance of some of the information collected in this survey is not clear, and it was generally felt that the timing of instrument administration has been bad. A proliferation of apparently uncoordinated survey instruments from the federal level was noted. A good many of the local representatives felt that they did not understand well enough the purpose of the national evaluation effort. A more specific complaint was that the criteria for selecting schools for the national survey are not clear enough. Finally, participants wondered why results from the national evaluation are not fed back to the local level.

A question was raised as to why local, state, and federal evaluation efforts are not better coordinated in some way. Local evaluations at present seem to have no relationship to those conducted by the higher level agencies. Related to this, a feeling of lack of confidence at the federal level in evaluation conducted at the local level was noted.

A specific point was the lack of technical assistance in the evaluation area from the federal level. Another was the frequent change of personnel within the Office of Education.

F. Positive Forces in Evaluation

Anyone reading the immediately preceding section of this report might not

wonder at the complaint that there is little confidence at the federal level in local evaluation efforts. Many problems are discussed, and one might suppose that local evaluations of Title I have been a complete failure. This impression would be false, for a great deal has been accomplished. The previous section was deliberately problem centered, and difficulties were discussed as a basis for recommendations for actions to affect improvements. To balance the picture, some of the positive outcomes of local Title I evaluation efforts should be mentioned.

One definite advantage is the improvement in local research and evaluation staffs. In most school districts, staffs have grown significantly in numbers and in sophistication since the introduction of Title I more than six years ago. Related to this is a growing level of understanding and support of evaluation efforts on the part of both professional personnel and community. The previous material notes that the understanding gap is still large, but clearly significant strides have been made.

The increasing emphasis on process evaluation is seen as an important positive effect. Six or seven years ago, few school people had ever heard of process evaluation; now they recognize the term and recognize its importance, and this emphasis almost certainly means that it will receive increased attention.

Important strides have been made in the measurement area because of Title I evaluation efforts. It is now generally recognized that a wide range of program effects must be considered and that better ways of measuring such things as affective response, pupil-teacher interaction, and institutional change must be developed. A related area is the increased use of behavioral objectives in planning projects and in outlining measurement needs.

A very important outcome has been recognition at the national level of theoretical and methodological weaknesses in evaluation. This has led to im-

portant work which is now bearing fruit and which should soon result in improved evaluation capability. This work might have been eventually accomplished anyway, but the hard lessons of Title I undoubtedly speeded its occurrence. Other advances, such as increased understanding of accountability needs and demand for cost-benefit figures, can be cited.

II. SUMMARY OF ON-SITE VISITS: PROCEDURE AND RESULTS

To assist in the development of questionnaires to be given to research directors and Title I coordinators, and to gather other information first-hand, site visits were made to two member cities. Questions were developed from the information gathered through on-site interviews.

After the questionnaires were developed and some responses had been tabulated, two additional member cities were visited to help validate the questionnaires.

The cities chosen represented four different school administrative organizational patterns. There was a distinct differentiation in the roles played by research and evaluation departments.

All of the site visits were conducted in essentially the same manner. Permission was received from the state Title I director to conduct the interviews. In each case two representatives from the Council spent one day in each city. The site visit would begin with a meeting usually attended by the research director, Title I director, assistant superintendent in charge of federally funded programs, and the interview team. The meeting was used to inform the school district representatives of the purpose of the interviews and the schedule to be followed. There was also a discussion of the general impact of Title I programs, the influence exerted by evaluation reports on program design and modification, and the problems key administrators face in making use of evaluation data to make decisions about Title I projects.

Following the meeting, the interviewers would separately conduct in depth interviews with personnel involved in the Title I

program.

During the interview, the interviewee was given a copy of the questions. The interviewer would read each question and record the response. The interviewer would often ask additional questions to clarify a point or to follow-up subtle cues related to problem areas in Title I projects.

The cooperation of local personnel was gratifying in all cases.

A. Administrative Considerations

One of the most obvious contrasts among the sites visited was the organizational pattern and administrative practices applied to Title I programs. The relative success or degree of satisfaction with the accomplishment of Title I projects seemed directly related to the way the projects were administered and the relationship of the Title I administrative unit to the total administrative organization of the school.

In the first two site visits, the Title I programs were administered under the general organizational pattern of the school system in the same manner as other programs funded through State and Federal agencies. Usually Title I funds constituted a major portion of the available outside resources. Under this pattern, each Title I project is submitted, funded,administered and evaluated separately. For example, a project on teaching remedial reading to primary students is a separate project from a pre-kindergarten project.

There are some local differences in how these separate projects are administered. In some cases individuals are assigned out of a

central office to manage one or more projects. In other instances the administrative lines of authority work through a school principal or a part-time, release time teacher. Both of these patterns has its disadvantages. In the first instance, the person from the central office has the problem of working with, through and around the regular school programs to which he is only a temporary adjunct. In the second case the principal or teacher has a multitude of duties and assignments of which the project is only a part. It is easy to see the difficulties one can encounter in both cases. It is quite easy to subvert or ignore or down play a project at any stage of its operation. It is quite difficult to adequately involve and inform all the various administrative and teaching units directly and tangently involved with a project. It is particularly difficult when this is tried on a part-time basis by the project administrator.

In the second two site visits, a different administrative pattern was encountered. Due to state Title I regulations, all Title I projects are submitted as part of a total package. The administrative divisions are not on individual projects but on components of the total Title I package. For example, there are provisions for instructional programs, parent involvement activities, auxiliary services, and inservice training. These components cut across all projects and the proposal submitted must include all these areas across all projects.

This pattern seems to be more logical than the individual project pattern. At least it provides some comprehensive way of looking at the total Title I effort and a way of consolidating a

great deal of administrative effort.

B. Evaluation

The problems of assessing the impact of Title I projects is almost overwhelming. While there are attempts made to evaluate individual projects or specific learning objectives, there is little or no attempt made to assess the overall impact of the program.

Usually the Title I projects are evaluated by personnel from the Research Division of the school system. The efficiency of this operation varies, depending on the administrative structure and the personalities involved. There are some things that can be done to change the present pattern by bringing pressure to bear through legislation or project monitoring.

The major problem seems to be the time delay between project evaluation and feedback to project personnel. This delay can be as long as six to nine months. In some instances the evaluation for a project ending in June may not be available until December or later. This delay coupled with the need to begin writing project proposals or renewals in the Spring means almost a one year delay before the final evaluation of a project gets fed into the proposal process.

This time delay is partially caused by inadequate staffing: by inadequate data processing and analysis and by year to year funding policies. It would seem that some different funding patterns regarding evaluative procedure is most needed. In addition much more emphasis on process evaluation is needed. The combination of

a change in funding pattern and a greater emphasis on process evaluation should increase the efficiency with which the Title I reports are assessed. Although there can and should be some changes in the present evaluation practices within each school system, this still does not address itself to the problem of measuring the total impact of Title I on a school system or systems. This is an area which needs further exploration. There are many difficult and complex questions which need to be carefully explored before launching any massive efforts in this area. But, it is the question which must ultimately be answered and one for which little evidence has yet been gathered.

C. Other Impressions

There seems to be general agreement that there are beneficial side effects from the Title I program. These include the increased awareness on the part of school administrators of the role and need for tightly written and well evaluated projects. In some instances the pattern of evaluation established for Title I projects has carried over into other school programs. In addition there has been a major expansion of the staff assigned to research and evaluation. It is possible in some instances to use these people in evaluating other programs as well. The increased staff and facilities for evaluation has had a definite beneficial impact on the schools.

Another side effect not so easily identified or measured is the impact on the community. In quite a few of the Title I projects, community involvement is a major part of the program. These efforts

carry over into other aspects of school-community relations. Leaders and workers identified through Title I programs continue their interest and involvement even if programs are dropped or expand their efforts into other areas of school or community activities.

III. SUMMARY OF QUESTIONNAIRE RESULTS

As indicated in previous sections, questionnaires were administered to the federal program director and the research director from each city. The questionnaire instruments were developed through the site visits, as previously explained.

The questionnaires were designed to gather information about the exemplary projects and Title I programs in general. Questionnaires given to the research directors contained two areas not included in those given to the Title I coordinators. The areas were staff adequacy and budgetary considerations. There were five general areas in common, that is, given to all respondents. (Questionnaire format and item responses are given in Appendix A.)

This section of the report consists of a detailed discussion of questionnaire results and is arranged in the order that items are listed in Appendix A. Information here was part of the basis for the interpretative report on evaluation given as Section I of this document.

A. Successful Evaluations

As might be expected, both the research directors and the Title I coordinators agreed that the success of Title I evaluations depends heavily on project objectives being stated clearly and in behavioral terms. This emphasis on project objectives was supported in all the information gained during this project.

The research directors said that it was easier to do a good evaluation if the project focused on basic skills and that the attitude of teachers and administrators was important to the success of the evaluation.

It is interesting to note that the Title I coordinators placed more importance on the availability of standardized measurement devices and the project being built around a strong research design than did the research directors. This may, however, be due to the different context in which the coordinators were asked to respond to the question. (Coordinators were asked to rate each question relative to criteria for selecting a good evaluation for a Title I project; whereas, research directors were asked to rate each question relative to the two project evaluations which were identified.)

The items listed under other factors which were important to the successful evaluation are all useful. The only comment to be repeated was the necessity of good computer support.

B. Evaluation Problems

1. Major Problems

Both groups of respondents agreed that inadequate instruments

to measure project impact and the time lag between evaluation and input requirements have been major problems in evaluating Title I programs. An interesting difference occurred when considerably more research directors than coordinators identified ambiguous project objectives and evaluation perceived as a threat as major problems in evaluating projects. (Apparently most of the coordinators feel that they are writing clear project objectives, but there just aren't adequate instruments to measure them.) About half the coordinators identified the inability to effectively cross-validate comparable projects and the lack of a data bank of pupils' socio-economic level as major problems in evaluations. Although neither group identified as a major problem the inability to employ a competent staff, the research directors in a later question (staff adequacy) pointed up the need for additional staff members.

2. Non-measured Effects

There was close agreement between the coordinators and research directors in the identification of non-measured effects. The effect most often identified was improvement in school-community involvement. This was followed by changes in parental attitude, changes in school administrative practices, substantial parental involvement, positive changes in attitude about evaluation, and reduction in pupil mobility. The growth of student self-esteem was cited as a non-measured effect by two respondents.

3. Factors Which Have a Negative Effect on or By Their Omission Have Diminished the Evaluation Effort

The problem of pupil mobility is strongly identified by both the groups. About half the members in each group cited the

lack of attitudinal measures as having a negative effect on evaluation of Title I projects.

4. Context Problems in Evaluation

In the area of context, the problem of pupil mobility ranks far ahead of the other choices. It is clear that both research directors and coordinators have difficulty handling the problem of pupil mobility. This is a critical problem since the schools in which Title I projects are usually conducted tend to have high pupil mobility. Following pupil mobility were sampling problems, conflict between demands of instructional practice and demands of evaluation, and administrators not research oriented. The amount of importance each group gave additional problems dropped off rapidly, with little importance given to student unrest, teacher attitudes toward evaluation, or teacher strikes.

5. Technical Assistance

Most respondents said they had asked for technical assistance from outside sources in evaluating their Title I projects. Most of the sources used had proved to be useful. The source most often used for technical assistance was the local university, with the assistance being useful in nearly every case. More than 50% of the coordinators identified state educational officials as being used for technical assistance.

6. Year-to-Year Funding

Both the coordinators and research directors agreed that the year-to-year funding practice of Title I placed a hardship on the evaluation of Title I projects. It was felt that the practice reduced the quality of the evaluation report, hindered staff recruitment

and retention, and placed a burden on the evaluation report for re-funding of the project. In the other comments, several of the respondents felt that effective planning was not possible because of time constraints posed by the year-to-year funding policy. (Possible solutions to this problem might be earlier funding and/or funding for a longer period of time.)

7. School-wide Effects

The Title I coordinators cited several school-wide effects of Title I projects which were not stated as objectives. They said Title I has become the broad catalytic agent for broad institutional change, has fostered school/community interaction, and has been responsible for broadening the awareness of extra-school responsibilities.

C. Successful Title I Projects

To help ascertain the reasons for the success of the Title I projects which were identified by the federal program directors, a series of seventeen questions were developed. The research director and Title I coordinator responded to the questions relative to the exemplary projects identified for their system.

It was generally agreed that a successful project would have a planning committee of 15 or fewer members composed of representatives from the community, parents, teachers, administrators and evaluators.

The project would be innovative in nature and focused on basic skills. The project objectives would be clear and stated in behavioral terms. The project would likely be directed at younger

students.

Project leadership was rated as very important throughout the project. The leader would preferably devote full-time to the project, lead in a democratic fashion and be well experienced with similar projects. It is very important that he have clear lines of authority.

An experienced staff, teachers with at least 5 or 6 years of experience, would be chosen for the project. They would be able to devote full-time to Title I projects. The staff would participate in an extensive in-service training program which would be carried on throughout the project. The in-service training program would be conducted during school hours and be taught by school personnel with the aid of outside consultants. The staff would be supported by personnel from the community who were experienced in what the project was trying to do. The project would be likely to foster more community involvement which would contribute to its success.

There would be commercially-available materials and hardware to be used in the project.

Hopefully, process evaluation will be used to support the project. (Although coordinators feel there is more process evaluation being done in current projects than do the research directors, it was generally expressed at the conference that more process evaluation would be done in future projects.) Process evaluation should be important throughout the project, and should be conducted by both the project managers and the research and evaluation division of the school district.

D. Project Changes

There was general agreement between the research directors and Title I coordinators that projects have changed. In most cases, the changes were seen as gradual rather than dramatic, although some projects have changed significantly. Both groups said that the nature of the changes had been toward more emphasis on basic skills and early childhood education. The Title I coordinators felt that changes had also been toward more emphasis on innovative programs, more emphasis on child growth and development, and more continuity programs for target pupils.

Most project management decisions are made by the project manager, with the rest of the decisions being made primarily by federal project directors and planning committees.

In most cases, evaluation reports of the effectiveness of projects are disseminated annually, or at best semi-annually.

E. Use of Research and Evaluation Data

1. Use of Outside Agencies

Closely tied to the previous topic is the use of research and evaluation data. It was found that in most cases Title I evaluations are being done primarily by the local school system. None of the respondents indicated that evaluations are being done entirely by outside agencies. Those systems that do have some evaluations done by outside agencies felt the agencies usually had contracts in sufficient time to get baseline data about target pupils and schools. Usually the outside agencies were not involved in the design of the project and did not supply any materials for the

project.

2. Day-to-Day Project Management

Opinions were split as to whether project evaluation have been useful in day-to-day management of projects. Those that felt they had been useful said that evaluations facilitated continuous modification of the project. Evaluation staffs not being large enough to supply the service was given as the primary reason that project evaluations have not been useful in day-to-day project management.

3. Long Range Policy Making

It was generally agreed that project evaluations had been useful in making long range policy decisions. Projects are continued or dropped and projects are adopted into the regular school programs on the basis of evaluations. Evaluations would be more useful in making long-range decisions were it not that decisions are sometimes made for political reasons. Timing problems also hinder the long range decision making process. When the evaluation reports are finally in, it is often too late to alter the project.

4. Cost-effectiveness Measures

There has not been much use made of any cost-effectiveness measures for Title I programs. Several school systems are attempting to use their own cost-effectiveness system and others are in the planning stage.

5. Evaluation Practices

Both groups agreed that evaluation practices are improving. There is currently more emphasis on process evaluations and more descriptive evaluation techniques are being used. The limited size

of most research and evaluation staffs inhibits more improvement. The list of "good" evaluation practices sometimes used included: pre-test/post-test designing, control/experimental designs, and randomization. The research directors also identified cross-validation and the use of non-obtrusive measures; however, the Title I coordinators did not indicate these.

F. Staff Adequacy

Nearly all the research directors said that their staffs participate in Title I evaluations. The size of evaluation staffs has grown considerably since 1966. The degree of staff turnover varies from district to district with the majority of districts showing slightly less than a 20% yearly turnover. Most research directors reported that their present staff is not large enough with the number of additional needed personnel varying.

G. Budgetary Considerations

The huge variation in the size of budgets from district to district makes an analysis of this information very difficult. It is safe to say, however, that all districts desire more money for evaluation than they are presently receiving.

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IV. SUMMARY OF CONFERENCE RESULTS

Representatives from the member schools of the Council of Great City Schools were invited to participate in a conference June 7, 8, 9, 1970, at Lake Placid, New York. Participants were chosen from research departments, federal program departments, Title I teachers, and administrators.

The purpose of the conference was to gather information about Title I projects in the Great City Schools. The research directors and federal program directors had already completed the questionnaires described in the previous section at the time of the conference. The conference was expected to fill in any gaps that might exist in the data collected from the questionnairs and site visits. It also was to provide a unique mix of people who were knowledgeable about Title I projects in the Great City Schools. The wide range of participants was intended to provide for inter-action and to open new lines of communication within the member schools, and it was intended to provide different viewpoints on various aspects of Title I.

The conference was conducted with both large and small group activities, which provided for open interchange of ideas. Participants expressed their viewpoints very well. No votes were taken on the different issues; therefore, there is no reporting of conference findings in any quantitative manner.

A summary of conference findings follow. The complete transcript of the conference can be found in Appendix B.

A. Funding

One of the most common concerns expressed by conference participants was the inadequacy of funds for evaluation of Title I programs. If the local education agency is expected to measure such things as unanticipated effects and to do more process evaluation, then more funds will have to be alloted for evaluation. Additional funds are also needed to enable the local district to operate extensive inservice programs to train evaluation personnel.

Along with the inadequacy of funds, participants complained of the indefiniteness of funds. Funds, they said, were often late and the actual amount of funds to be received was sometimes not certain at the beginning of the project.

Some of the recommendations were:

1. Preliminary funds should be made available upon acceptance of the project in general form; with final funding to be made upon implementation of the project.

2. A minimum of five percent of the project budget should be provided for evaluation. Evaluation funds must be increased relative to the complexity of the evaluation design.

3. Additional funds should be provided to allow research and evaluation departments to hire additional personnel.

4. Funds should be allocated early enough to allow for earlier planning of Title I projects.

B. Planning

To assure proper project planning, the participants said that an on-going planning committees should be selected.

Membership of the committees should consist of administrators, teachers that will be involved in the project, evaluators, parents, and other community representatives.

Project planning should be started well in advance of the proposed starting time for the project. This would allow ample time for a thorough investigation of the situation.

The planning process should include identification of the target populations, using state and USOE guidelines. Once the population has been identified, a careful assessment of their needs should be undertaken. All available information, both in school and out of school, should be utilized in the assessment of needs.

An appraisal of present programs should then be conducted to see if they can be altered to better fit the needs of the target population. Along with programs, available resources which could be used should be identified. If a new program is necessary, it should be designed to utilize available resources as best as possible. The method of evaluation should be designed at the same time the program is designed. By including a broad range of personnel in the planning of the program, it will engender broader support for the program.

C. Decision-making

Participants expressed concern over the small amount of impact that evaluation reports have had on the decision-making process. An urgent need was expressed for evaluations to be written in an understandable form. Results should be reported in a form useable for the decision maker. This will mean wording the

reports differently for different levels of decision making.

The evaluation staff must be familiar with the needs at different levels of decision making. The experience and training of the decision maker at the different levels will to a large degree determine the appropriate language for the report.

The evaluation report must be disseminated widely throughout the system and community. Not only administrators but students, teachers, community representatives and parents should be kept informed of the results of various programs. The distribution of reports should be timed to impact the decision making process. This will require that reports be made more often than on the "traditional" annual of semi-annual basis. Evaluation reports should be disseminated nationally. Greater use should be made of facilities such as ERIC and professional organizations such as N.E.A. and A.E.R.A. for national dissemination.

By making evaluation reports more relative to the needs of decision makers and distributing the reports at useful times, the research and evaluation staff will greatly assist the decision maker. Hopefully the number of decisions made for purely political reasons would be reduced.

It was generally felt that the use of more process evaluation would greatly assist the decision maker. More continuous evaluation of projects, coupled with immediate feedback of results would be of more value to the decision makers than traditional year end evaluations.

D. Research and Evaluation

Participants agreed that project objectives should be clearly understood by all personnel involved in the implementation of the project. It is most important that teachers have a clear understanding of the project objectives and the methods by which the objectives are to be achieved.

Objectives should be written in behavioral terms in such a manner that the extent to which objectives have been achieved can be determined. The success of the project should be assessed in terms of the achievement of the stated objectives. A variety of methods and instruments would be used to measure the achievement of objectives.

Since the degree of success of the project is to be determined by the extent to which the project objectives are reached, it becomes very important that the projects are closely monitored to eliminate any differences between stated objectives and methods and actual classroom practices.

Participants said that it would be useful to them if a data bank of behavioral objectives could be developed. Professional educators would write the objectives, with many choices being available in each area. The objectives would then be indexed and stored in computer memory for easy access. Persons desiring objectives for their project could by using the proper index terms receive the behavioral objectives which had been written for that specific type of activity.

It was suggested that research staff members with expertise in writing objectives be assigned to each project. The project teachers

could then receive help in writing objectives whenever necessary.

Conference participants were generally in agreement that more process evaluation will be used in the future for evaluating Title I projects. Process evaluation was seen as desirable because of the continuous self-correction capabilities it offers.

Concern was expressed as to whether or not present models were feasible with present limitations of research personnel. It was felt by some that many of the process evaluation models were rather weakly defined and difficult to administer.

Some participants felt that the addition of extra adults within the classroom, which is usually necessary to implement most models of process evaluation, is undesirable. They said it would be better if personnel presently associated with the classroom could collect the necessary data required for monitoring the project variables. Some people expressed the concern this would create a record-keeping overload for the teachers.

In spite of the many problems seen in implementing process evaluation, most participants felt that a growing process evaluation "know how" and the recognition of the shortcomings of traditional research methodologies would expedite the use of more process evaluation.

Closely associated with the desire for more process evaluation is the desire for more longitudinal studies. It was felt that the impact of some projects cannot be fully measured without some means to measure student progress over a longer period of time.

One problem that was expressed several times was how to measure the impact of a project on a particular student, when that student is exposed to several special programs.

It was clear that the school systems are in need of more evaluation personnel. With the ever increasing demands being placed on evaluation staffs for more and better evaluation reports, and the attempt to use evaluation techniques that require more people, research and evaluation departments will have to hire more personnel. Where they are going to get the additional personnel is an unanswered question, and some training arrangement needs to be worked out perhaps with local universities.

One of the overriding problems is the lack of acceptance and understanding of evaluation. Every effort must be made to deliver evaluation reports at the proper time and in a language easily understandable for the user. An interesting recommendation which came from one of the force field analysis groups was: "Evaluation should be included as an essential part of program operation, with a five percent minimum budget provided for evaluation. Evaluation funds must be increased relative to the complexity of the evaluation design."

E. U. S. Office of Education

Enough problems were identified with the U. S. Office of Education to warrant a separate category. Problems generally seem to stem from insufficient two-way communication between the local education agency and the Office of Education.

Many of the problems expressed dealt directly with guidelines. Some participants felt evaluation guidelines which clarified the role of evaluation in projects would be helpful. Such guidelines could promote process evaluation.

Present guidelines were seen as too restrictive, sometimes conflicting with other guidelines, and changing too frequently.

It was suggested that guidelines should be written for the population they served, that is, a different set of guidelines for large school systems.

Participants expressed several concerns dealing with national surveys. The general complaint was that there are too many surveys and the information asked for is of little use to the local system. The national surveys were generally criticized because of poor timing, poor sampling, and poor instrumentation. Many people wondered what happened to the information gathered through the surveys. They said there was very little feedback to the local systems.

It was suggested that the Office of Education should have programs whereby they could offer technical assistance to local education associations upon request.

One of the interesting recommendations was that representatives from the L.E.A., S.E.A., and U.S.O.E should cooperatively develop Title I guidelines to be used by the Office of Education.

Another interesting recommendation was that federal guidelines should mandate that funds be concentrated on a maximum of 50% of eligible children.

APPENDIX A

Combined Questionnaire for Research Directors and Title I Coordinators

For this project, each Title I coordinator was asked to identify two successful Title I projects presently being used in their system. To determine the reasons for the success of the projects and more effective evaluation criteria, the research director and Title I coordinator were asked for information about their projects.

A questionnaire - interview technique was used to gain information from the research directors. A similar, but not identical, instrument was given to Title I coordinators.

In the tabulated questionnaire which follows, substantial differences between the instruments have been noted. The response from the two instruments have been shown together for the convenience of the reader. Some of the questions asked for responses to each of the two exemplary projects. The tabulations, which appear as percentages, combine the responses to both projects.

The instruments were developed after on-site visits to two of the Great City school systems. The research director and the Title I coordinator were interviewed to obtain the questions used in both instruments. These findings do not appear in the tabulation of responses. Two additional on-site visits were made to assist in validating the instruments.

Responses were obtained from eleven Title I coordinators and seventeen research directors, excluding those contacted during the two initial on-site visits.

Where appropriate, responses are given in percent values; otherwise, the numbers are raw data. Added material appears in italics.

THE COUNCIL OF THE GREAT CITY SCHOOLS

ESEA Title I Project and Evaluation Survey
Tabulation of Results

Combined Questionnaire for Research Directors and Title I Coordinators

1. Successful Evaluations

(Directions as they appeared to the research director):

You have identified two Title I project evaluations as being more "respectable" than most. Taking them one at a time, please indicate the reasons you believe them to be exemplary.

(Directions as they appeared to the Title I coordinator):

If you had to establish criteria for selecting a good evaluation for a Title I project, how would you rate the following?

Select those factors listed below which you deem important to the success of the evaluation. Circle: 0 = no importance, 3 = greatest importance to the success of the project. If a factor did not exist in a project, circle NA.)

(Percent values have been determined in two ways. For the columns headed 0, 1, 2, 3, NA the percent values are relative to the number of responses given to the question. For the column headed NR (no response) the percent values are relative to the total number of possible responses to the question.)

1a. Did the fact that the program had clear statements of objectives (i.e., in behavioral terms) contribute to your ability to successfully evaluate it?

		0	1	2	3	NA	NR*
Coordinator	%	0	4	22	72	0	0
Research Director	%	11	15	29	44	0	20

1b. Was a successful evaluation dependent upon the availability of standardized measurement devices?

Coordinator	%	9	14	47	28	0	0
Research Director	%	17	31	13	37	0	14

1c. Did the fact that the project focused on basic skills make it easier to do a good evaluation?

Coordinator	%	not asked					
Research Director	%	7	17	21	39	14	17

* Items in this column are percent of total responses.

		0	1	2	3	NA	NR
1d. Did the fact that the project was built around a strong research design contribute to its success?	Coordinator %	25	0	35	40	0	9
	Research Director %	27	20	31	13	6	14
1e. What role did the attitude of teachers and administrators play in the success of this evaluation?	Coordinator %	not asked					
	Research Director %	0	10	41	48	0	14

1f. Can you think of other factors which were important in this successful evaluation?

1. *Well-trained evaluation staff*
2. *Utilized consultant services*
3. *Use of teacher rating scale of teacher process*
4. *Parents hired as data collectors*
5. *Able to get comprehensive hard data*
6. *Used pre- and post-testing*
7. *Distinct separation between control group and treatment group*
8. *Used large sample*
9. *In-depth questionnaire given to staff, pupils and parents*
10. *Use of learning rate - or profile comparison*
11. *Use of diagnostic evaluation*
12. *State and Federal guidelines were helpful, although usually late*
13. *Good computer support (2)***
14. *Able to build evaluation objectives into research design*
15. *Good cooperation of program planners*
16. *More control in data collection*
17. *Successful teacher profile*
18. *Project planners and managers agreed on objectives and evaluation*
19. *Teacher observation, behavioral changes, and attendance noted*
20. *Some programs are amenable to research, others, not; the design and evaluative instruments must be relevant*

** Figures in parentheses indicate number of responses, if more than one.

2. Evaluation Problems

2a. As you see it, which of the following have been major problems in evaluating Title I programs? (Check appropriate statements.)

Coordinator	Research Director	
4	15	ambiguous project objectives
10	12	inadequate instruments to measure project impact
1	9	evaluation perceived as a threat
7	8	time lag between evaluation and input requirements
2	4	unable to employ a competent evaluation staff
5	not asked	inability to effectively cross-validate comparable projects
6	not asked	lack of data bank on pupils' socio-economic level

Other Comments

1. *Research time utilized for more general types of information and not necessarily evaluation*
2. *Inadequate time to evaluate instruments*
3. *Too many evaluation requests and demands*
4. *One year not enough for longitudinal studies*
5. *Too much red tape*
6. *Teacher union contract restrictions*
7. *Evaluations seen as an "extra"*
8. *Inadequate communication between departments*
9. *Cannot hire or pay a permanent person from outside of district for Federal programs*
10. *Difficult to get people to work during the summer when most of the work is done*
11. *Need for coordination between agencies demanding evaluation*
12. *Discrepancy between the perception of objectives by teachers and project evaluators*
13. *Failure to maintain selection criteria for subjects*
14. *Inadvertent program change at semester*
15. *Inadequate process control*
16. *Incomplete data*
17. *Meaningful results not given to administration*
18. *Inability to innovate on classical designs*
19. *Short-range projects with belated funding*
20. *Uncertainty of budget*
21. *Lack of adequate program design*
22. *Broad range of program goals within projects*
23. *Evaluation in the past tended to be descriptive*

2b. The following examples were cited by a sampling of large city schools as effects of a Title I project which were not measured and therefore did not show up in an evaluation. Check the ones which coincide with non-measured effects in your own school system. Feel free to add others:

Coordinator	Research Director	
6	8	substantial parental involvement
8	8	changes in parental attitude
5	8	positive changes in attitude about evaluation
6	4	reduction in pupil mobility
7	8	changes in school administrative practices (based on good experience in Title I projects)
9	11	improvement in school-community involvement

Other Comments

1. *Don't need professional types measuring us*
2. *The effect of cultural enrichment programs*
3. *The effect of teacher aides on students*
4. *Title I has been effective in getting teachers and principals to plan ahead and to think in terms of evaluation and feedback*
5. *Negative attitudes build up within non-participating schools*
6. *Positive staff development*
7. *Modification of teacher behavior*
8. *Growth of self-esteem (2)*
9. *Social attitudes*

2c. Which of the factors listed below do you believe have either had a negative effect on evaluation or by their omission have diminished the evaluation effort? (Check appropriate statements.)

Coordinator	Research Director	
5	6	time of testing
11	15	pupil mobility
7	8	lack of attitudinal measures
2	7	little use of interaction analysis

Other Comments

1. *Quantity of testing*
2. *Evaluation reports not well-organized*
3. *Lack of data processing within school system*
4. *Testing is done too late to effect program development for following year*
5. *Stacking of evaluation demands (i.e., city, state and federal)*
6. *Have to plan and administer as project rather than unified program*
7. *Late arrival of evaluation guidelines*
8. *Overlap in projects*
9. *Getting information to decision-makers in useful form*
10. *Difficulty of follow-up*
11. *General lack of teacher behavior measure*

2d. Rate the various context problems in terms of the difficulties presented in evaluating your Title I projects.

		0	1	2	3	NA	NR
teacher attitudes toward evaluation	Coordinator %	18	63	9	9	0	0
	Research Director %	14	64	14	7	0	17
conflict between demands of class and demands of evaluation	Coordinator %	18	22	18	27	13	0
	Research Director %	15	53	30	0	0	23
administrators not research-oriented	Coordinator %	31	27	13	13	13	0
	Research Director %	26	26	26	20	0	11
student unrest	Coordinator %	35	15	5	5	40	18
	Research Director %	57	7	21	14	0	17
teacher strikes	Coordinator %	61	5	0	11	22	18
	Research Director %	42	0	14	21	21	17
pupil mobility	Coordinator %	0	14	47	33	4	4
	Research Director %	6	6	37	50	0	5
sampling problems	Coordinator %	14	19	23	33	9	4
	Research Director %	20	26	13	33	6	11

Other Comments

1. *Lack of ability to monitor programs on an interim basis due to ineffective measurement techniques*
2. *The inertia in programs*
3. *Problems of decentralization*
4. *Community attitude*
5. *Teacher union contract constraints*
6. *Lack of manpower*
7. *Lack of enough qualified personnel*
8. *Lack of clear specification of objectives*
9. *Evaluators brought into project too late*

2e. Have you asked for technical assistance from outside sources in evaluating your Title I projects?

Coordinator	Research Director	
8	16	Yes
3	1	No

If yes, which of the sources listed below did you use?:

Coordinator			Research Director			
Source Used	Useful	Not Useful	Source Used	Useful	Not Useful	
5	4	1	12	12	0	local universities
2	2	0	5	4	1	non-profit research
6	5	1	5	2	2	state educational officials
0	0	0	3	2	1	research councils
1	1	0	4	4	0	regional laboratories

Other Comments

1. *Individual consultants (3)*
2. *Other universities (2)*
3. *Citizens groups*

2f. Does the year-to-year funding practice of Title I place any particular hardship on evaluation? (Check appropriate statements.)

Coordinator	Research Director	
11	14	Yes, for the following reason(s)
3	5	hinders ordering of evaluation materials
4	8	places burden on evaluation report for re-funding
5	9	reduces quality of evaluation report
6	7	hinders staff recruitment and retention

Other Comments

1. *Requires hurried planning (3)*
2. *Hinders program planning (4)*
3. *Programs for next year must be firmed up before detailed evaluation is completed; delays project assignments and planning*

Coordinator	Research Director	
1	2	No, for the following reason(s):
1	0	fosters program modification
1	1	reduces automatic recycling

Other Comments

1. *State allows several intense evaluations*
2. *Accountability and monitoring stressed*
3. *Tends to establish the effective project*

2g. Have you observed school-wide effects of Title I projects on your l.e.a. effects which were not stated as objectives of any particular projects? (Check appropriate statements.)

Coordinator	Research Director	
9	not asked	Yes, for the following reason(s):
9		Title I has become the catalytic agent for broad institutional change
9		Title I projects have fostered school/ community interaction
6		Title I programs have been responsible for broadening the awareness of extra-school responsibilities

Coordinator	Research Director	
2	not asked	No, for the following reason(s):
2		Since funding is never a sure thing, projects have always operated out of the mainstream of the system
1		Title I projects have only "shored-up" existing programs. They have never been aimed at fostering widespread system change

3. Successful Title I projects:

Your Title I director has identified two projects as examples of most successful projects in your school system. Would you agree with him?

14 Yes 0 No 3 No response

The research director and Title I coordinator were directed to respond to the following questions relative to the two Title I projects which were identified as exemplary by the federal program director in each system.

		0	1	2	3	NA	NR
3a. Did the innovative nature of the project have any role to play in its success?	Coordinator %	4	13	27	54	0	0
	Research Director %	6	16	23	46	6	11
3b. Did the fact that community people were hired to work in the project contribute to its success?	Coordinator %	4	22	13	27	31	0
	Research Director %	13	26	26	20	13	11
3c. Did the project foster more community involvement and did that, in turn, contribute to its success?	Coordinator %	18	22	18	27	13	0
	Research Director %	23	13	36	20	6	11
3d. Did the age level of the target population have anything to do with its success?	Coordinator %	9	18	13	59	0	0
	Research Director %	23	10	13	30	23	11
3e. Was the experience of the staff a contributing factor to the success of the project (i.e., would teachers of 5 or 6 years teaching experience be more likely to succeed than the new teacher)?	Coordinator %	22	22	31	22	0	0
	Research Director %	10	3	24	48	13	14

3f. Would you say that the fact that the project staff was indigenous to the community played a role in the project's success?

Coordinator	%	18	9	22	36	13	0
Research Director	%	20	17	13	27	20	14

3g. How would you rate the importance of in-service training on the program's success?

Coordinator	%	0	0	31	63	4	0
Research Director	%	6	13	24	44	10	14

The in-service programs were: (Check appropriate statements.)

Coordinator	Research Director	
10	9	conducted at the beginning of project
10	10	carried on continuously
11	12	taught by school personnel
8	7	taught by outside consultants
9	12	conducted during school hours
4	3	conducted on Saturdays and holidays
5	2	more successful when emphasizing socio-cultural understanding

3h. Do you think the program was successful because it adhered strictly to a program model?

		0	1	2	3	NA	NR
Coordinator	%	35	25	5	35	0	9
Research Director	%	15	19	38	15	11	23

3i. Did the fact that the program had clear objectives (i.e., behavioral terms) contribute to its success?

Coordinator	%	14	9	28	38	9	4
Research Director	%	3	28	17	39	10	17

3j. Do you feel that the project was successful because it focused on basic skills?

Coordinator	%	4	0	31	54	9	0
Research Director	%	13	13	34	39	0	32

3k. Rate the importance of project leadership:

Coordinator	%	0	4	18	77	0	0
Research Director	%	0	3	11	84	0	23

Appendix A

Was project leadership: (Check appropriate statements.)

Coordinator	Research Director	
6	4	shared
8	11	full-time
1	0	important only at beginning of project
11	13	important throughout the project
2	4	charismatic
9	8	democratic
2	2	authoritarian
5	7	well-experienced with similar projects

Other Comments

1. *Humanitarian and flexible*
2. *Excellent rapport with black community*
3. *Competent, thorough administration*

		0	1	2	3	NA	NR
31. Rate the importance of support personnel to project success:	Coordinator %	not asked					
	Research Director %	0	17	10	65	6	14

Was the staff: (Check appropriate statements.)

Coordinator	Research Director	
7	9	indigenous to community
4	3	brought in from outside
9	10	experienced in what project was trying to do
3	2	had little or no previous experience in project aims

Other Comments

1. *Strong union support*
2. *Tolerance for ambiguity due to innovation*
3. *Highly motivated*

		0	1	2	3	NA	NR
3m. How important is it for staff to devote full-time to Title I projects?							
	Coordinator %	0	4	4	90	0	0
	Research Director %	0	3	0	92	3	20
3n. Do you believe that the success of this project was related to the fact that commercially-available materials and hardware existed for project utilization?							
	Coordinator %	13	27	22	36	0	0
	Research Director %	40	10	16	30	0	14
3o. What importance would you place on the fact that project managers must have clear lines of authority to insure project success?							
	Coordinator %	4	9	4	81	0	0
	Research Director %	0	0	44	55	0	20
3p. What is the importance of community, parent, teacher, and student involvement in project planning to its later success?							
	Coordinator %	4	4	27	59	4	0
	Research Director %	11	7	33	40	7	20

Should planning groups be:

5-10	11-15	16-20
11	8	3

Rate each of the following groups according to their importance in project planning:

teachers							
	Coordinator %	0	0	13	86	0	0
	Research Director %	3	7	35	53	0	17
evaluators							
	Coordinator %	0	27	54	18	0	0
	Research Director %	10	7	39	42	0	17
parents							
	Coordinator %	5	25	45	25	0	9
	Research Director %	32	39	17	10	0	17
students							
	Coordinator %	40	0	35	5	20	9
	Research Director %	64	7	14	7	7	17

school administrators	Coordinator	%	9	0	22	68	0	0
	Research Director	%	0	10	32	57	0	17
consultants	Coordinator	%	18	4	13	45	18	0
	Research Director	%	21	35	21	14	7	17
3q. How important was process evaluation to the success of the project?	Coordinator	%	19	9	52	14	4	4
	Research Director	%	16	25	16	16	25	29

(Check appropriate statements.)

Coordinator	Research Director	
1	0	process evaluation is only worthwhile during the first year of the project
10	9	process evaluation should be as important throughout the project as it is during the first year
6	7	process evaluation should be done by project managers
8	8	process evaluation should be done by the research and evaluation division of the school district
3	4	process evaluation should be done by management consultants (from outside the school system)

3r. Other factors important to success of the project:

1. *Well-trained teachers*
2. *Creative idea initially*
3. *Time for greater teacher creativity*
4. *Concerned with major social problems*
5. *Evaluation should be used for program decision-making*
6. *Prospective long-term achievement gains*
7. *Dedication of staff and teachers*
8. *Acceptance of proposal by teachers*
9. *Organizational structure that allows clear communication with personnel - horizontal and vertical*
10. *Newsletters, papers, radio*
11. *Linkages with this project and others*
12. *Adequate funding commitment*
13. *Interim reporting on the progress of the project*
14. *Preschooling and parent participation*
15. *Interchange of ideas, organizational patterns, professional growth*
16. *Team leaders free of classroom assignments*
17. *Support of sponsoring agency.*

4. Project Changes

4a. What is your feeling about changes in your l.e.a.'s Title I projects over the years? (Check appropriate statements.)

Coordinator	Research Director	
0	3	projects, for the most part, have not changed.
8	7	there have been gradual but no dramatic changes.
4	4	changes have been so significant that programs today bear little resemblance to earlier ones.

Other Comments

1. *Strongly affected by decentralization*
2. *Changes not due to program needs but to state and national pressures*
3. *New projects have been funded to meet needs*
4. *Consistently increasing focus on basic skills*
5. *Changes have been gradual and significant*
6. *Some as a result of guidelines*
7. *Upgrading existing programs*
8. *More concentration of resources*

4b. If you believe changes have taken place in your l.e.a.'s projects in Title I over the years, check items below which indicate the nature of that change:

Coordinator	Research Director	
7	6	more emphasis on child growth and development (whole child)
9	8	more emphasis on basic skills
10	11	more emphasis on early childhood education
1	3	away from affective behavioral changes
5	not asked	from supplemental (after-school) to regular (during the day) programs
8	not asked	more continuity programs for target pupils
4	not asked	greater concentration on nutrition needs
6	not asked	more emphasis on innovative programs

Other Comments

1. *Concentration of effort on smaller group*
2. *More parental involvement*
3. *Need more convincing data to gain confidence to stop or suspend projects*
4. *Because program has been highly sound and successful, dramatic changes would cost a great deal more*
5. *Clear concise reports should be required by Federal government, to avoid unnecessary collection of data and duplication of effort*
6. *Lack of understanding of potential usefulness of feedback*
7. *Nature of funding proves something to do with it; certain funds are earmarked, state allocation system hinders innovation*
8. *Rather see gradual change*

4c. Who makes project management decisions? To what extent? (Check appropriate column.) *(Coordinators not asked this question.)*

Research Director

Most	Some	Rarely	
11	3	0	project manager
4	4	3	federal project director
0	5	5	project evaluators
0	3	5	support personnel
2	6	4	planning committee
0	2	5	program innovator

4d. When is data from evaluations on project effectiveness disseminated? *(Coordinators not asked this question.)*

1	weekly
1	monthly
5	semi-annually
7	annually

Other Comments

1. *Frequent process evaluations; some quarterly, some even daily.*

5. Use of Research and Evaluation Data

5a. Are your Title I evaluations done by outside agencies? *(Coordinators not asked this question.)*

Yes 8 No 9

What percentage?

10% 2 20% 1 30% 1 50% 2 75% 1

Are they contracted for in sufficient time to get baseline data about target pupils and schools?

Yes 5 No 3

Were these outside agencies involved in the design of the project?

Yes 3 No 5

Do they supply any materials for the project?

Yes 1 No 7

5b. Have your project evaluations been useful in day-to-day management of projects?

Coordinator	Research Director	
5	6	Yes, for the following reason(s):
5	3	Facilitates continuous modification

Other Comments

1. *Not as much as should*
2. *Striving to improve*
3. *Diagnostic in nature, small staff limits*
4. *On-site evaluation used for day-to-day program modification*
5. *Not until recently*
6. *Some in-house data available at planning time*
7. *Amendments make this possible*
8. *Facilitates community awareness*

Coordinator	Research Director	
6	11	No, for the following reason(s):
2	1	When budget is set at beginning of year, little can be modified
5	7	Evaluation staffs not large enough to provide service

Other Comments

1. *Much data has not been put to use*
2. *Need better utilization of data to be effective*
3. *Gross missing of project objectives*
4. *School system regulations limit change -- materials and shift of personnel*
5. *Useful at points in time when project manager can affect changes (e.g. at semester)*
6. *Semi-annual reports can't do much about day-to-day problems*
7. *Timing of evaluations bad*
8. *Hardware deficiencies (no computer facilities for feedback)*
9. *Understaffed to collect data (2)*
10. *Lack of realistic requirements from evaluators*
11. *Not enough funds*
12. *Title I programs have been autonomous*
13. *Insufficient intermediate goals*
14. *Program design set-up*
15. *Admendment must be submitted to State Department*
16. *Full report not available at planning time*
17. *Little effect on individual teacher*

5c. Have your project evaluations been useful in making long-range policy decisions?

Coordinator	Research Director	
11	10	Yes, for the following reason(s):
9	6	Projects are continued or dropped on the basis of evaluation
8	6	Projects are adopted into regular school programs on the basis of evaluations
5	3	Evaluations have affected school-community relations

Other Comments

1. *Project modified to indicate evaluation direction*
2. *Both adversely and positively*
3. *Usually with a six-month time lag*
4. *Used as corroborative evidence for board decisions*
5. *Not as much as they should*
6. *Usually takes 2 or 3 years*
7. *Evaluation data is used in decision making process*

Coordinator.	Research Director	
	8	No, for the following reason(s): *(Coordinators not asked this question.)*
	6	Decisions are made for "political" reasons
	2	Data in evaluations is usually trivial and can't be used as basis for decision-making
	2	Never gives information on cost-effectiveness
	6	Timing problems: When the results are known, it is too late to alter project
	3	No way to isolate effects of Title I activities from other school and community experiences
	4	Reports should be clarified in terms of decision alternatives
	3	Translate reports into language understandable to decision-makers

Other Comments

1. *Evaluation research is not top priority with high administrators at decision-making levels*
2. *Not much long-range planning*
3. *Changes cost money; insufficient cost-benefit analysis*
4. *Federal guidelines unstable*
5. *Reports not in language comprehensible to decision-makers*
6. *Political problems occupying attention of high administration*
7. *More consistent evidence would force long-range planning*
8. *Research considered high enough level*
9. *Pushing for process evaluation*

5d. Have you used any cost-effectiveness measures for Title I programs? If so, what are these measures?

1	PPB System
0	REAL Model

Other Comments

1. *Months gain/pupil cost*
2. *Cost per pupil relative to normal per pupil costs (2)*
3. *Costs of retention in grade/savings*
4. *Making own model*
5. *Line item analysis*

5e. Are your evaluation practices improving?

Coordinator	Research Director	
10	12	Yes, for the following reason(s):
.5	4	more quasi-experimental designs
5	4	more non-obtrusive evaluation techniques
5	9	more descriptive evaluation techniques
7	9	more emphasis on process evaluation
2	5	increased ability to identify control/ experimental groups

Other Comments

1. *Greater staff skill through practice*
2. *More attention to behavioral objectives*
3. *The use of greater understanding of various models*
4. *Improved language*
5. *More technical support*
6. *More communication with decision makers*
7. *Evaluation personnel involved more in project planning stage*
8. *The addition of student follow-up*
9. *Better leadership*
10. *Better coordination between planning, management and evaluation staffs*

Coordinator	Research Director	
1	7	No, for the following reason(s):
0	2	inability to modify classical designs
0	2	can't get qualified staff
1	4	staff too small

Other Comments

1. *Program changes have required starting over each year*
2. *Unreasonable demands for several Federal evaluations*

5f. Which of the following do you consider to be good examples of evaluation practices used in your school system?

Coordinator	Research Director	
10	16	pre-test/post-test
9	12	control/experimental
5	8	randomization
1	9	cross-validation
2	11	non-obtrusive measures
0	1	simulation experimentation

Other Comments

1. *Classroom observations*
2. *Development of non-cultural instruments*
3. *Process evaluation and system analysis*
4. *Outlining of probable outcomes of various project alternatives*
5. *Case studies, such as of most and least successful units*
6. *Longitudinal follow-up*
7. *Careful analysis of most successful and least successful units in program*
8. *Observation of classical practices by qualified consultants*
9. *Project description workbook*
10. *Training administrators in specification of objectives*
11. *Outlining of project alternatives*
12. *Repeated measures technique*
13. *Case studies*

5. Staff Adequacy

6a. Does your staff participate in Title I evaluations?
(Coordinators not asked this question.)

Yes 16 No 1

Of your total staff, how many participate in Title I evaluations?

During the period from 1966-1969, there has been a tremendous increase in the size of evaluation staffs, with the increase in staff ranging from two times to thirty times as many.

6b. Is there a heavy turnover of your full-time staff:
(Coordinators not asked this question.)

Yes 7 No 8

What degree of turnover?
The majority of responses showed less than 20% turnover.

6c. Is your staff large enough to meet current needs?
(Coordinators not asked this question.)

Yes 2 No 14

If not, how many more are needed?

1-5	6-10	11-20	21-up
6	2	2	1

7. Budgetary Considerations

7a. How many dollars did your school system put into evaluation this year? Of that, how much came from Title I funds? What is the total l.e.a. budget?
(Coordinators not asked this question.)

From $44,000 - $2,000,000 Total for evaluation

From $12,000 - $1,200,000 Title I evaluation expenditures

From $60 million - $1.6 billion Total LEA budget

7b. What percentage of the budget do you think your school system should use for evaluations?

1-2%	3-5%	10%	20%	50%
5	5	1	1	1

APPENDIX B

Lake Placid Conference

The Lake Placid Conference was designed to obtain the inputs from a unique mix of people involved in Title I. The participants were representative of the following categories:

1. Research and Evaluation
2. Program designers
3. Administrators
4. Teachers

Dr. R. W. Napier was retained to direct the group activities during the conference. He varied the activities between large and small group exercises. The emphasis was on individual participation within the groups.

The conference was divided into four sessions. Each session was designed to contribute information about a general topic within Title I project design and/or evaluation.

The conference was acclaimed a success by the participants and the Council staff members. The reasons for its success were twofold. First, the unusual combination of Title I people opened up new channels of communication within the Great City Schools. Second, the participants were very knowledgeable about Title I programs and were eager to share their experiences with their colleagues and with the Office of Education. The success of the conference was also due to the masterful way in which Mr. Napier worked with the participants.

Each group was assigned a specific task and asked to record their data. The information was compiled from each of the four sessions.

The problems, solutions and fiascoes have been arranged in the broad categories of research and evaluation design, planning, decision-making, personnel, and Office of Education, to facilitate content analysis.

Appendix B

Session I

Problems, Solutions and Fiascoes

This session was designed to warm-up the participants. The participants were divided into small groups and asked to discuss creative solutions to evaluation problems and evaluative fiascoes with which they were familiar. The groups warmed up quickly to their task and produced much information. A subsequent analysis of data showed they produced more examples of problems than solutions. The information received from Session I follows with no interpretation.

Research and Evaluation Design:

Problems with Accompanying Solutions

1. Problem - Evaluation time lag between report and new program submission.

   Solution - Minimum of 3-year funding to provide feedback of evaluation data into proposal development.

2. Problem - Variety of measurements of program.

   Solution - Increased use of non-obtrusive techniques in evaluation, such as vandalism, and school achievement plotting.

3. Problem - Time inadequate to test effects.

   Solution - Longitudinal 4th and 6th grade effects on students in 4 different school settings.

4. Problem - Application of statistics which have a basis of normal distribution to groups which by nature of Title I are not on the same norms across any given variables.

   Solution - Use self-norms. Movement should be from the base of the pupil's achievement.

5. Problem - Same child exposed to more than one Title I program; inability to determine impact of a special program.

   Solution - Control charts which identify the number of programs which have been used at a school.

6. Problem - Differing objectives locally within one program.

Solution - Broad system-wide objectives with more specific local objectives as program gets nearer the point of action. Example: lead teachers program - research associates link the central system to schools with lead teachers. Improved communication feedback through process evaluation - feedback every 2 months, redirecting program as necessary. Made program visible and accountable.

Problems

1. Detecting the difference between stated objectives and real practice.

2. Assessing behavioral objectives.

3. Nationally-defined samples do not include schools adequately, i.e., target area schools have varying number of target pupils.

4. Should the results be in terms of "raw scores," "grade placement," "stanines" and "percentiles," all reporting the same results? Is there growth when only 2 points in raw scores are gained, which may show .5 grade level growth? How do you interpret this datum?

5. Disagreement over reading levels - standardized score not agreed upon as a behavioral objective.

6. Timing for evaluational testing. Test conflict with regular program.

7. Sampling problems: Experimental/control groups. Attrition, mobility, contamination, difficulty of matching.

8. Researchers not satisfied with ability to monitor different versions of city-wide projects. Can evaluator pinpoint project's effects in experimental designs?

9. How much change is ethically acceptable in deviating from original goals?

10. Cognitive vs. affective goals - or social service goals, e.g. food, medicine, etc.

11. Dichotomy between avoiding narrow, restrictive statements of objectives to satisfy legislators' demands, and the fact that there must be a baseline of clearly-defined goals.

Solutions

1. Some schools with remedial reading programs found 1 year, 4 months gain, but cause was undetermined.

2. Establishing learning curves. Data banks through computerization.

3. Checked several schools' characteristics pre-ESEA in reading readiness. Revealed 1 month advance in reading level compared to city-wide decline.

4. Customized testing around specific objectives.

5. Learning objectives prepared by professionals, catalogued and stored in a computer for easy access, with thousands of choices in each area.

6. Learning rate prediction - based on number of years in school multiplied by achievement place = number of months gain per year.

7. Use of in-class observation by parents during the year to show evidence of learning.

8. Trend evaluation being accorded more credence by the advent of process evaluation. Longitudinal studies and greater support data is needed to support rationale.

Fiascoes

1. Isolation of treatment variables.

2. Questionable data used.

3. Forced evaluation without valid evidence.

Planning:

Problems with Accompanying Solutions

1. Problem - How to get raw data of test results back to schools so that planning and implementation may be related to these results?

   Solution - Data bank processes immediately, sends back to school and program director.

2. Problem - How to get overlapping programs and related services to get and use information?

   Solution - Inter-Disciplinary Questionnaire, designed by researcher that pointed out many services and their impact, showed each service what the other was doing, then suggested they develop some way of sharing information.

3. Problem - How to develop continuous performance objectives as a basis for planning and implementation?

   Solution - Assign a researcher to project to work directly with parents and teachers. Train teachers in methods of writing performance objectives as a basis for evaluation, continuous self-direction, and change of goals.

4. Problem - Feedback of test results.

   Solution - Test results turnaround time (1 month) given to classroom teacher with output of test scoring by classroom teacher now possible.

Appendix B

Problems

1. How to use evaluation results for planning and/or implementation?

Decision-making:

Problems

1. Programs cannot be eliminated solely due to inability to measure effects of programs.

2. In some schools evaluation has complete freedom to "tell it like it is" unlike some districts which are pressured to report "good" results, while others look for failures to give decision-makers.

3. How much improvement in reading or math justified removal of funds from art, outdoor education, etc.?

4. External decisions, e.g. transfer of teachers under court order on desegregation.

5. Greater initiative needs to be mutually taken by school, community, and federal levels to improve guidelines for program development and theory.

Personnel:

Problems with Accompanying Solutions

1. Problem - Eliciting cooperation of school personnel.

   Solution - Direct involvement in developing project plan and evaluation design (with evaluators as consultants).

2. Problem - Role perception - Aides completing student ratings. Teachers viewed it as "diagnosis" and were threatened.

   Solution - Employ graduate students to reduce teacher-aide tensions.

3. Problem - Feedback to project and school personnel.

   Solution - Interim reports, continuous assessment and reporting to teachers and principals' workshop with summer reports by project leaders and with discussion (reports presented by evaluators).

4. Problem - Affective domain involving teachers.

   Solution - Training groups composed of differences between teachers to work in inner-city and outer-city.

5. Problem - Lack of continuity in evaluation due to change in personnel.

   Solution - Each program should have at least 2 evaluators, 1 person with the major responsibility for evaluation and the other with minor

responsibility, leaving two people with knowledge about the program who can benefit from each others' counsel. Replacement of evaluators who may leave would insure continuity of the evaluation process.

6. Problem - Status of paraprofessionals; paraprofessionals who want to help children learn often learn more about helping children than does the teacher, causing conflict.

   Solution - Instructional Paraprofessionals Handbook developed by representatives from each ESEA school, with an addendum geared to each school site. Self-evaluation and teacher evaluation of aides matched. Developed aide leadership and understanding of ESEA, and made administration of aide effort more efficient and effective.

Problems

1. The tremendous volume of data required for various external agencies.

2. Teachers with access to evaluation instruments geared their teaching to maximize student achievement.

3. Change in content of the message as it filters through the ranks.

4. Inability to get teachers to fill out questionnaires of evaluators, because teachers do not understand purposes of evaluation, nor benefits to themselves. Conflicts with regular classroom program, especially at end of school year. Growing teacher militance.

Office of Education:

Problems with Accompanying Solutions

1. Problem - Multiplicity of required evaluations.

   Solution - Belmont, CPIR, Carl Perkins (Congressional Committee)

Problems

1. Need definition of evaluation at different levels.

2. Clarify l.e.a., s.e.a. roles and responsibilities in evaluation.

3. State and OE evaluations are meaningless.

Fiascoes

1. National Advisory Committee on Disadvantaged Children evaluation report. Not based on legislative purposes as stated in ESEA - BESE not sufficiently involved. Some disagreed, not critical of Committee report.

Appendix B

Session II

Problems in Evaluating Title I Projects

In this session, the participants were divided into small groups. Each group was given the task of identifying problems in evaluating Title I projects. This session was very productive in terms of the number of problems identified. The data from this session follows.

Research and Evaluation Design:

1. Provide resources to match evaluation expectations
2. Emphasis on hard data (tests and behavioral objectives are too restrictive)
3. Too many objectives for project
4. Frequently changing goals
5. Frequently fuzzy goals
6. Lack of evaluation of non-students (e.g., organizational changes, teacher changes, community changes -- attitudinal)
7. Evaluating the proposal as impacted by funding
8. Limitation of strategical methodology (too many evaluative problems)
9. Identification of target population
10. Tendency to separate evaluation from program operations
11. Role conflict between operation and evaluation design
12. Continuing data collection as part of evaluation process
13. Excessive testing of children
14. Multiple project effects on children
15. Insufficient baseline data
16. Lack of emphasis on longitudinal dimensional problems in carrying out longitudinal studies
17. Instrumentative measurement of process
18. Norming of measures
19. Mobility of pupils

20. Impact of assessment methods

21. Local verification of replication

22. Unrealistic time demands contained within the evaluation design

Planning:

1. Lack of sufficient theoretical base to Title I

2. Lack of coordination of research expectations limits planning involvement

3. Failure to include a "significant member" of evaluation in planning

4. No coordination of research with rest of organization

5. No connection with decision-making process

6. Evaluation separate from program planning

7. Insufficient lead time for planning and evaluation, building instruments, and collecting data

8. No consistent data collection procedure

9. Unnecessary duplication of data gathering among various projects

Decision-Making:

1. Need to interpret results in understandable form

2. Lack of differentiation of evaluation design to meet the needs of various decision-making levels (from classrooms to Washington)

3. Political decision-making at local and other levels

4. Decision-making improvements

5. Role of evaluation: development or decision-making

6. Urgency of proving point

7. Emphasis on positive results

8. Identification of the real decision-making process

9. Failure to indicate the services to be implemented

10. Lack of commitment on part of decision-making to use of evaluative feedback

11. Ineffective dissemination of findings and conclusions from program evaluation

12. Non-relevance of upper echelon data collecting efforts

13. Lack of orientation of school personnel regarding Title I involvement

Personnel:

1. Who are the prime users of evaluation reports?

2. Lack of acceptance and understanding of evaluation

3. Resistance to innovative measurement ideas

4. Project staff confidence in evaluation

5. Educating teachers and administrators to evaluation as a means of improving programs

6. Limitations of training personnel

7. Time burden on teachers and administration in development and operation of evaluation

8. Lead teacher time for technical questionnaires

9. Integrity of evaluation

10. Lack of professionally trained evaluators

11. Unclear role relationship of evaluator

12. Unclear lines of authority

13. Independence of evaluator

14. Stability (flux) of personnel at OE

Funding:

1. Indefiniteness of federal funding, i.e., received too late in school year and uncertainty of actual amount

2. Distributing funds hindered by need to identify, concentrate on target pupils

3. Inadequate budget

4. Inadequate funding for process/management evaluation

5. Evaluation of fiscal data

6. Political implication of a really successful program because it might cost too much for local implementation

Office of Education:

1. Lack of evaluation guidelines
2. Frequent changes in guidelines
3. Guidelines too restrictive to allow sufficient local flexibility
4. Inadequate budgetary (funding) guidelines for evaluation
5. Guidelines do not promote process evaluation
6. Guidelines differences at Federal, state, and local levels
7. Guidelines geared to small district administration and evaluation
8. Clarification at national, state and local level of Title I research and evaluation expectations
9. Local programs do not generally match national objectives
10. Priority of OE objectives over local objectives
11. Criteria used to select school for OE survey
12. Poor national sampling (re: national survey)
13. Proliferation of, and non-coordination of (national) surveys
14. Timing of survey bad
15. Lack of representation of local districts in developing survey
16. Poor instrumentation for national survey
17. Not enough use of self-evaluation by the national team
18. Insufficiency of local consultants
19. Inadequate data-gathering techniques for presentation to Congress
20. Lack of technical assistance from the federal level
21. Where is feedback of OE evaluation at program results?
22. Lack of confidence of federal level in the evaluative ability of local districts (mutual credibility gap)

Appendix B

Session III

Case Studies

The Council staff wrote four brief case studies. These case studies were used to set the scene for participants to design a Title I project. Two small groups independently developed their own projects for each case study. Each group was free to make its own assumptions about the case. The case studies with project designs follow.

Case Study Submitted to Work Groups

Self-Esteem

I. Short Narrative Description

A frequent observation of many educators is the fact that pupils just don't try hard enough to achieve in schools. Explanations given as reasons for this fact, especially as it applies to large numbers of inner-city pupils, is that this is symptomatic of a low self-esteem, and lack of reinforcement for scholastic accomplishment in the home. Numerous techniques have been attempted which were intended to "raise" this low self-esteem of certain public school children. The following ESEA Title I program is a hypothetical example of an intervention technique which is supposed to attend to this problem of raising self-esteem in an inner-city target area school.

An interested citizen in a local city has had extensive background in the theater. This particular citizen is convinced that by encouraging pupils to pantomime certain actions described in poems, stories, and related skills subjects, these pupils will exhibit a demonstrable increase in their self esteem and scholastic achievement. Upon impressing the practicality of this approach on certain influential public school policy-makers, the interested citizen is encouraged to develop a program, funded through ESEA, Title I monies.

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The first-year operation of this program is to take place in five target area schools from which our interested citizen will personally form dramatic clubs, composed of children considered by their teachers as being verbally and socially inhibited. A staff development component is included in this program, and these teachers meet with the directoress of the program. These teachers are paid for their time, and are not necessarily the same teachers whose pupils are involved in the program.

The evaluation of the first year's operation is in the form of teacher questionnaires. Only those teachers involved in staff development programs are obligated to take these tests.

II. Outline of Objectives

A. To enhance the self-image of target area pupils through the medium of creative drama

B. To introduce the concept of creative dramatics as a viable teaching technique, to the professional staff

C. To increase pupil scholastic achievement as the result of their experiences in creative drama

D. To improve the self-confidence and social-confidence of pupils as the result of their experiences in creative drama.

Project Designed from Case Study

Self-Esteem

Group I

Assumptions:

1. Planning grant

4-6 months
Involving - administrators
teachers
community
Goal - Develop "their program"

2. Staff development program for administrators, teachers, community personnel to provide for training in developing of performance objectives to be used as a basis of evaluation

3. General orientation for all school personnel involved with this project

4. Teachers who are involved in design will be the teachers who operate the program.

5. All facilities will be available when program becomes operational.

6. Design of evaluation model and operating program will be concurrent.

Evaluation Design:

1. Series of teacher, parent, administrative questionnaires -- both oral* and written

2. Utilize existing standard scholastic achievement test, additional tests will not be given.

3. Base line data

Project Designed from Case Study

Self-Esteem

Group II

Assumptions:

1. Interested parents, teachers, administrators, and evaluators were involved in the development of the plan.

2. Set up criteria for identification of eligible pupils.

3. Identify factors which determine degree of verbal and social inhibition.

4. Staff responsible for implementing program, develops behavioral goals.

5. Staff development component to include only those teachers whose pupils participate in the program.

6. Need to build a data base

* TV interview programs to be utilized as a dimension of evaluation using this kind of expertise.

a. Find out if student participated in other programs to know of any cross-pollination effects.

b. Needs assessment -- find out as much as possible about each participant, both in and out of school.

c. Build program based on what we know of each as human beings.

Appendix B

Case Study Submitted to Work Groups

Reading Program

I. Short Narrative Description

The Spring City Title I Planning Committee is meeting to plan the second year of their Elementary Reading Project. The project was initiated the previous year because the Planning Committee had determined that the highest priority in assessing the needs of the Clifton Avenue School be assigned to improving reading. Testing programs had revealed that 90% of the largely black target population were reading at levels 1 and 2 years behind grade level.

The main elements of the project consisted of offering to the most educationally deficient readers in the 2nd, 3rd and 4th grades in the school a supplemental reading instruction period; and working with other school resources such as psychologists, classroom teacher and nurse to detect individual difficulties.

II. Outline of Objectives

The objectives were: to improve the level of reading for each student; develop improved attitudes toward reading; increase the number and variety of reading matter and build respect for the care and handling of books.

The committee consisted of a reading teacher, project evaluator, school principal, project manager and parent of a student in the project.

Project Designed from Case Study

Reading

Group I

Research Design for Reading Program, Experimental Program:

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I. Diagnostic Reading Program to Determine Specific Problems:

A. Reading grade level

B. Aptitude level

C. Possibly physical, psychological or cultural handicap

D. Review of instructional reading program

1. Strengths and weaknesses of staff

2. Instructional materials

II. Special Experimental Activity

A. To establish a reading learning center at school with emphasis on staff developing a variety of instructional approaches to reading.

1. Develop parental involvement by employing indigenous non-professional personnel.

III. Objectives

A. To improve the child rate of growth in reading to double his current level within the period of one school year.

B. To explore alternative methods of program approaches to increase pupils' reading levels.

1. Individual instruction

2. Phonetic emphasis

3. Use of teaching machine

4. Student tutor

5. Paraprofessionals

6. Reading learning center

IV. Evaluation of Program

A. Continuous progress evaluation of each child

1. Process evaluation type

B. Supplementary use of established standardized test

Appendix B

Project Designed from Case Study

Reading

Group II

Assumptions

1. The committee is on-going -- since the inception of the project.

2. This committee generated the original proposal.

3. The committee accepted input from other people, including participants in the project.

4. The committee analyzed and re-analyzed the objectives of the first year.

5. Workshop held at the end of the first year with those involved in the program -- to change the processes and to define an evaluative model.

6. Time and money was available for participants in these review and planning situations.

7. Specific criteria were used to identify most needy kids for inclusion in the project, and for identification of the instrumentation to be used.

8. Appraisal of resources available; e.g. the number of reading teachers. Assume that part of the design of the second year is to measure variables contributing to student gains; e.g., individualized instruction, resources, and teacher style.

Component Design

1. Identification, notification and returned acceptance from those personnel selected as teachers, administrators, etc., in project.

   a. Time to develop and order new instruments

2. New behavioral objectives, or redefined objectives -- with enough time to define them.

   a. Including participation of planning committee and significant others

3. Time to establish criteria for student participation. (Some kids may "achieve-out".)

4. Time to assign controls

5. Design and identify persons to be involved in implementation with various responsibilities in feedback (as information is generated) and schedule as to when feedback is to be generated.

6. Enough funding to hire evaluation consultants, and flexibility to adjust the evaluation program in process in anticipation of the succeeding year; also to develop training of evaluation personnel.

7. Ongoing contact and information exchange with other relevant reading projects.

8. Availability of subject matter consultants and research experts from the local university.

   a. Follow-up of those students who dropped out of the project at the level of the first year.

9. Foreknowledge of contributions to be demanded of project in re: federal and state surveys.

10. Continuous process evaluations.

11. Time to develop evaluative criteria in behavioral terms -- defined in one month increments.

12. Restructuring the program based on results of evaluative criteria.

13. Develop a research design which will trace causal relationships between input and achievements; also a variety of measurements comparing the student vs. himself and the student vs. other students.

Appendix B

Case Study Submitted to Work Groups

Drop-Out Prevention

I. Short Narrative Description

Jefferson High School has been identified as within the target area for the district's Title I program.

Over the past four years, the drop-out rate at Jefferson has been more than 42%. The Title I planning committee has decided upon a course of action which hopefully will reduce the drop-out rate significantly at Jefferson High School.

The drop-out reduction program will consist of three basic areas of concentration:

(1) Communication

(2) Mathematics

(3) Vocational Counseling

II. Outline of Objectives

1. To substantially reduce the drop-out rate of Jefferson High School

III. Specific Objectives

1. To improve the communication skills of the target population.

2. To improve the math performance of the target population.

3. To give students an understanding of the manpower needs of local businesses.

4. To make students aware of the training and educational requirements in various vocations.

Project Designed from Case Study

Drop-Outs

Group I

Objectives:

adly stated for the area.

Assumptions:

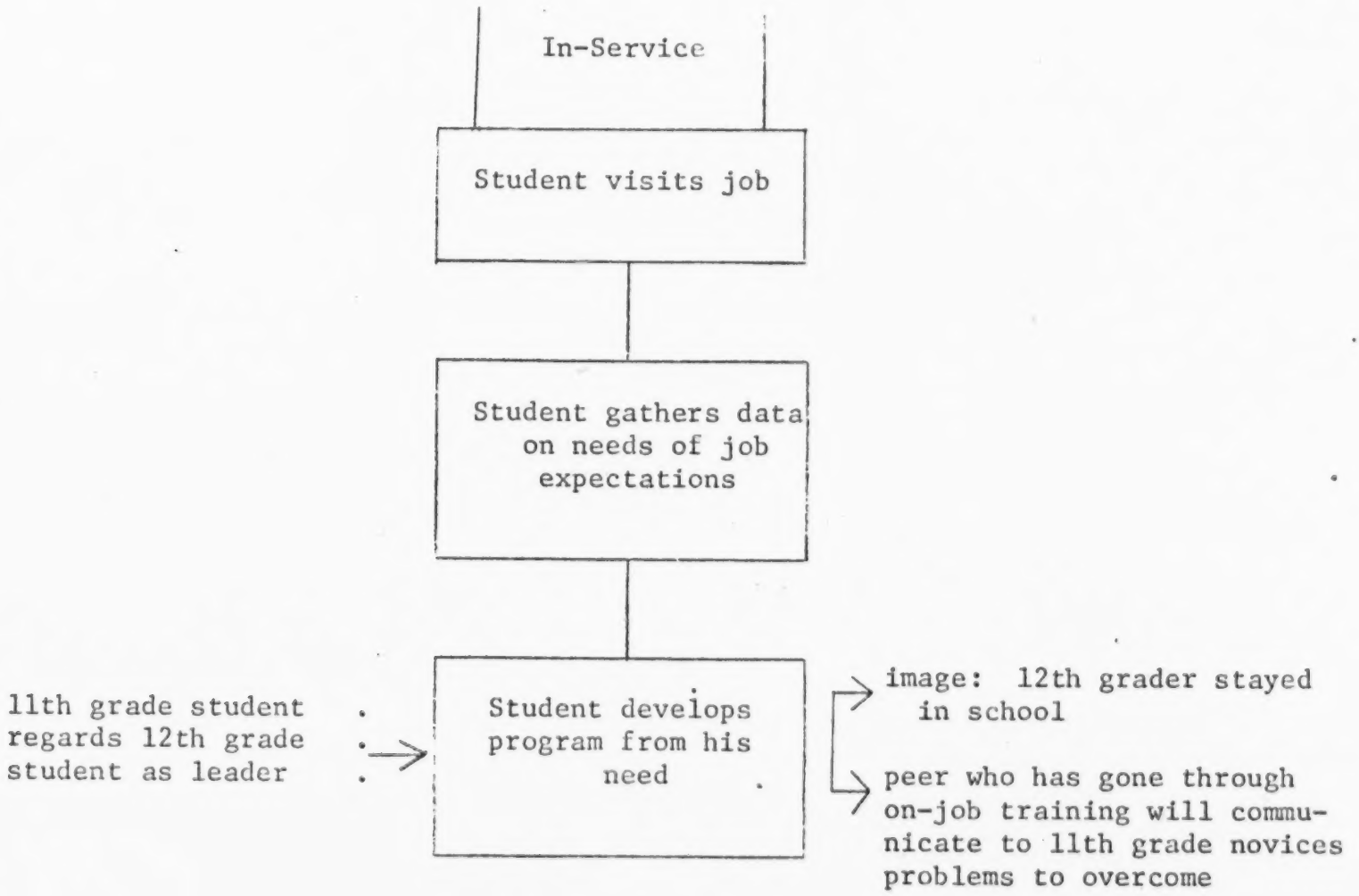
1. Drop-outs can be reduced by the academic process, by educating in areas of communications, math and vocational counseling.

2. Look at critical differences between stay-in and drop-out; identify participants.

   (a) Student will be primed as to dress, talk, and promptness to go into business.

   (b) Business primed to be gentle and understanding of non-standard potential employee.

   (c) Teachers primed to develop their teaching geared to felt needs of students in math and communication skills.


In-Service
Student visits job
Student gathers data on needs of job expectations
11th grade student regards 12th grade student as leader
Student develops program from his need
image: 12th grader stayed in school
peer who has gone through on-job training will communicate to 11th grade novices problems to overcome

Appendix B

Project Designed from Case Study

Drop-Outs

Group II

Assumptions:

1. Set up 6 months lead time for planning
2. $30,000 budget
3. Involve parents and children in planning with business people
4. This is not a complete plan

Operations:

1. Communications lab with media and field experience approach
2. Listening, speaking, writing, reading about vocations
3. Special math labs with hardware (CAI, calculators, etc.)
4. Outpost outside of school
5. Guaranteed performance contracting
6. Hands-off experience in a career development approach
7. Give experience with vocational in and out of school
8. Bring in outside agencies
9. Educational program with a person on a job
10. Work-study approach
11. Big brother approach from the community

Evaluation:

1. Baseline data - describe population and look for causative factors
2. Take 100 students at Jefferson feeder schools within ages 14-15 in educational program on the job
3. Ten-year program to phase it in
4. 1st year - pilot with 100 children at Jefferson
5. Sample includes only high-risk students

Evaluation design:

1. Needs assessment from state, community, parents and children
2. Feedback in planning phase -- time-table, critical decisions
3. 100 children -- a cross-section of the student body
4. Diagnostic information to begin student profiles in skills
5. Set up feedback system to students and teachers
6. Feedback from community, business and parents on attitudes, behavior, and performance
7. Periodic status reports to teachers, principals, and others
8. Note drop-outs in sample
9. For objectives 3 and 4 use knowledge test, unobtrusive measures and open-ended questionnaires

Communication Skills	*B.O. for objectives (criterion reference) Validate B.O. by sampling employee designated outstanding in communication.
Math	*
Manpower Needs	*
Training Voc. Ed. Needs	*

* Behavioral Objectives

Appendix B

Case Study Submitted to Work Groups

Community Involvement

I. Short Narrative Description

Inner-city school systems lack qualified teaching personnel to reduce pupil-teacher ratio to levels at which students can effectively benefit from classroom instruction. Furthermore, the cost of employing additional certificated teaching personnel with the present financial crises is prohibitive. Therefore, a project to train paraprofessionals, recruited from the inner-city neighborhoods, was initiated to assist classroom teachers.

II. Outline of Objectives

A. To provide more individualized instruction for inner-city children by reducing pupil-teacher ratio

B. To develop a program to train aides and paraprofessionals

C. To enlist community support for the schools by training paraprofessionals drawn from the school neighborhoods.

III. Program Description

Paraprofessional trainees will be selected from the community to serve as teacher aides and library aides. Pre-service and in-service training, conducted by consultants from a local university, will complement training experiences in the classroom and school library setting.

Project Designed from Case Study

Community Involvement

Group I

Assumptions:

1. Teachers feel a need for reduced class size and increased individual instruction.

2. Teachers see that aides can help to accomplish these goals, and that

this approach is not in conflict with the career of the professional teacher.

3. Involvement of participants in planning the program will increase the probability of success of the program.

4. A planning period will increase the chance of success.

5. Reduced pupil-aide/teacher ratio will result in improved instruction - in some way.

6. Project objectives are specified and publicized so that there is no question about what the project will attempt to do.

7. Objectives will be stated in measurable terms and participants will help decide on criteria of success.

8. Staff will be available to oversee process and product evaluation.

Planning:

1. Project director and evaluators will be hired at the start of the planning project.

2. Participants will be involved throughout the planning period (teachers, community representatives, students, administrators, university and school staff, trainers, state and federal consultants).

3. Evaluators will work with participants to specify and publicize objectives.

4. Planning will involve a review of similar projects and involvement of consultants from pertinent projects.

5. An evaluation of project capability will take place during the planning stage.

6. Participants will be involved in planning and conducting project evaluation.

7. The administration and funding is committed to a given time period for the project and the evaluation.

Project Designed from Case Study

Community Involvement

Group II

1. Confer with program staff and determine what they hope to do

   a. Ask them to explicitly state what they hope to accomplish

b. Ask them to recommend criteria which might indicate achievement of these objectives

c. Evaluation staff would also recommend criteria

d. Agreement on criteria

2. Determine methodology to observe if criteria are being met

a. Classroom observation, using video tape

b. Questionnaire to teacher aides and teacher on how they use their time

c. Achievement testing

d. Opinionnaire of children

e. Opinionnaires on the training sessions

f. Observation on the training sessions

g. Test on knowledge to be acquired

h. Observation of performance in classroom

i. Check address lists to see if aides are from school neighborhoods

j. Attendance of students

k. Attendance of community at school meetings

l. Survey of parents and agencies in the community

Appendix B

Session IV

Force Field Analysis

From Sessions I and II four broad problem areas were chosen to use in a force field analysis.

The participants were divided into eight groups, two groups per problem area. Each group was directed to work independently for two hours on their particular problem. Each group was to identify the restraining forces and pushing forces acting upon their problem area. Restraining forces are those forces that inhibit solution of the problem. Pushing forces are those forces which would solve the problem.

After they had worked independently, the two groups working on the same problem met together. At this time they compared forces which had been identified and made their recommendations.

The four problem areas were:

1. Training Research Personnel
2. Decision-Making
3. Measuring Unintended Effects
4. Process Evaluation

Decision-Making

Group I

Restraining Forces:

1. Attitude of administration (principals, supervisor, etc.)
2. Improper timing of results of evaluation (process - product)
   a. Demand
   b. Supply
   c. Level of specificity
3. Format and language of evaluation reports
4. Community attitude and awareness
5. Administrative considerations
   a. Staff size
   b. Budget
   c. State testing programs
   d. "Big picture" considerations
6. Lack of flexibility in recommendations (usually needs delineation of multiple alternatives)
7. Federal and state guidelines
   a. Conflicting
   b. Frequent changes
8. Status of evaluators and evaluation information (improper understanding of worth of evaluative information)
9. Lack of quality and apparent relevance of much evaluative information
10. Lack of clearance from intermediate administrative echelons to school supervisors
11. Resistance and hostile attitudes toward evaluation and innovating programs (personnel, role conflicts, power struggles)
12. Political considerations
    a. Internal and external
    b. Lay board

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c. Dean and staff

d. Vested interests (e.g., teacher unions)

13. Lack of continuity of personnel

Pushing Forces:

1. Demand for evaluation from the funding source

a. Original act (Congress)

b. U.S.O.E.

c. Congressional appropriations

2. Emphasis on dissemination

a. Federal programs - (ESEA)

b. Professional organizations (NEA, AERA, etc.)

c. Local - lay advisory groups (PAC)

d. State - education agencies, legislative lobbies

3. Participation of industry in education -- increasing need for evidence to sell learning systems

4. Emphasis on accountability

5. U.S.O.E.'s exchange with state and local levels

6. Gradual improvement in training programs for trained personnel

7. Increased level of empirically-oriented education of members of lay boards and governing boards.

8. Level of detail of the evaluation information keyed to the level of decision-making

Decision-Making

Group II

Restraining Forces:

1. Boards of education (attitude, ignorance, politics)

2. Special interest groups directly involved with the project

3. Community pressures

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Training Personnel

Group I

1. Personnel Roles Identified:
   a. Evaluators
   b. Administrators
   c. Community
   d. Institutions (LEA's, universities)
   e. Teachers
   f. Aides
   g. Researchers
   h. OE and State
   i. Political decision-makers

Restraining Forces:

1. Lack of interested personnel
   a. Need involvement of all personnel
   b. Proper utilization of all personnel
   c. Lack of coordination of training program
2. Image of Evaluation
   a. Gaining acceptance of evaluation
   b. Too narrowly-trained experts
   c. Institutional restrictions (certification, etc.)
   d. Sources of recruitment too restrictive
   e. Lack of consensus among research and evaluation personnel re: theoretical base of Title I
3. Need to re-orient Congress to other measures of target population progress
4. Inadequate funding for evaluation
5. Lack of leadership

Recommendations:

1. OE SHOULD ACCEPT A BROADER VARIETY OF INDICES OF CHANGE. OE SHOULD CLARIFY ITS OWN POSITION AS A FACILITATING AGENCY ONLY BETWEEN CONGRESS AND THE LEA TO ACCOMPLISH THE EVALUATION PROCESS. OE SHOULD UPDATE ITS PHILOSOPHICAL STANCE RE THE EDUCATIONAL INTENT AND OBJECTIVES OF TITLE I.

2. CONGRESS SHOULD PROVIDE FUNDS FOR YEAR-ROUND TRAINING INSTITUTES TO TRAIN PARTICIPANTS IN EVALUATION, FOR ALL ROLES TO ACCOMPLISH MORE EFFECTIVE ROLE-PERFORMANCE, SUPPORT, AND PROMOTION OF EVALUATIVE PROCESS. NEED APPROPRIATE TRAINING TO THE FUNCTION, NOT TO TRADITIONAL INSTITUTIONAL REQUIREMENTS.

3. NEED MORE LOCAL, FEDERAL, AND STATE RESOURCES FOR BOLSTERING EVALUATION PROCESS (ADDITIONAL PERSONNEL).

Training Personnel

Group II

Restraining Forces

1. Need to develop trained personnel for program research and evaluation:
   a. Central administrative level
   b. Program direction level
   c. Site level
2. Training content:
   a. Research procedures
      1. Examination of objectives
      2. Selection of appropriate methods
      3. Communication of problems information-needs
   b. Data-processing and analysis
      1. Interviews
      2. Questionnaires
      3. Observational
      4. Standardized or special tests
      5. Other
      6. Evaluation in terms useful for decision-making

c. Personnel Qualifications

1. college background

2. school background

3. community

Recommendations:

1. SPONSORSHIP BY OE OF SCHOLARSHIPS AND GRANTS FOR UNDERGRADUATE AND GRADUATE MAJORS IN R&D TECHNIQUES

2. REQUIREMENT THAT RESEARCH PERSONNEL AND SCHOOL PERSONNEL AT ALL LEVELS PARTICIPATE IN TRAINING SESSIONS SUCH AS WORKSHOPS, IN-SERVICE TRAINING, AND INSTITUTES:

   a. TO GET RESEARCH PERSONNEL TO UNDERSTAND SCHOOL PROBLEMS

   b. TO BE SURE THAT SCHOOL PERSONNEL UNDERSTAND THE PROBLEMS OF RESEARCH SPECIFICALLY APPLICABLE TO THE PROGRAM OR PROJECT INVOLVED

3. FACILITATE THE EXCHANGE AND INFORMATION AMONG VARIOUS LEVELS OF PROGRAM PERSONNEL PARTICIPANTS

4. OE SHOULD ACCEPT A BROADER RANGE OF INDICES OF CHANGE

Appendix B

Measuring Unanticipated Effects

Group I

Restraining Forces:

1. Inadequate planning time
2. Lack of sufficient knowledge to anticipate the unanticipated
3. Lack of, or inadequate communication, among involved personnel
4. Inadequate supply of funds for additional staff and staff training
5. Inadequate commitment to compensatory funding
6. Community reaction: inadequate information to "predict" reactions; the general state of relations between community and schools
7. Inadequacy or inappropriateness of measurement techniques
   a. Too rigid adherence to original evaluation design
   b. Too narrow or too discrete objectives
8. Insecurity in reporting results other than standardized tests -- restricted view of outcomes
9. Changes in personnel functions and roles
10. Requirements, and changes in requirements, of state departments
11. Inadequate data regarding needs and characteristics of pupils to be served
12. Inadequate communication and dissemination of outcomes (reduces chances of learning from experiences of others)

Pushing Forces:

1. Pressure for valid accountability

   .Federal
   .State
   .Local
   school
   parents
   community
   pupils

2. Deadlines for proposals

Recommendations:

1. PERSONNEL -- MORE MONEY TO ADD AND TRAIN PERSONNEL WITH THE SPECIFICATION OF A REQUIRED PERCENTAGE OF FUNDS TO BE ALLOCATED TO EVALUATION FOR USE IN OBTAINING ADDITIONAL SPACE, VIA RENT, LEASE, ETC.

2. PLANNING TIME -- TO EXPEDITE TRANSMISSION OF GUIDELINES THROUGH CHANNELS (FEDERAL, STATE, AND LOCAL): TO SIMPLIFY GUIDELINES AND PERMIT MORE FLEXIBILITY IN APPLICATION BY lea and sea: AND TO PROVIDE PLANNING FUNDS.

3. ASSESSMENT TECHNIQUES -- LIMIT EMPHASIS ON STANDARDIZED TEST DATA; MORE EMPHASIS SHOULD BE PLACED ON PROCESS, AFFECTIVE MEASURES, AND DESCRIPTIVE STUDIES.

Measuring Unanticipated Effects

Group II

Restraining Factors:

1. Pre/post testing; no process control
2. Planning -- nonparticipation of program participants, lack of communication
3. Staff resistance to innovation
4. Rigid guidelines by OE
5. Unrealistic expectations
   a. Success of project
   b. Interpretation of objectives
   c. Funding

Pushing Factors:

1. Continuous self-correcting evaluation

Recommendations:

1. OE SHOULD PROVIDE FUNDS FOR TEACHER TRAINING FOR URBAN TARGET AREAS.
2. SO THAT UNANTICIPATED CONSEQUENCES DO NOT BECOME NEGATIVE EFFECTS, PARENTS, STUDENTS, AND STAFF SHOULD BE INVOLVED IN PLANNING AND EVALUATION.

3. ENCOURAGE CONTINUOUS SELF-CORRECTING EVALUATION MODEL (SWRL) SOUTH WEST REGIONAL LAB.

4. TECHNICAL ASSISTANCE SHOULD BE PROVIDED TO

   a. DEVELOP A VARIETY OF INSTRUMENTS AND METHODOLOGY

   b. DEVELOP TECHNICAL SKILLS OF EVALUATIONS AND EVALUATORS.

5. PROVIDE ADVANCE FUNDING TO PERMIT LEAD TIME FOR PLANNING AND DEVELOPMENT.

6. EXPECTATIONS FOR RESULTS SHOULD BE DETERMINED BY LOCAL PROGRAM PARTICIPANTS IN TERMS OF WHAT THEY CONSIDER REALISTIC GOALS FOR TIME PERIODS.

7. IF UNANTICIPATED CONSEQUENCES ARE SOUGHT BY OE, THEN A DEFINITE STATEMENT IN THE GUIDELINES SHOULD SAY THAT STAFF BE GEARED TO BECOMING AWARE OF, DETERMINING WHICH ARE, AND REPORTING UNANTICIPATED CONSEQUENCES.

8. OE NEEDS TO BE AWARE THAT THERE EXISTS STAFF RESISTANCE TO CHANGE WHICH MANIFESTS ITSELF IN NUMEROUS UNANTICIPATED CONSEQUENCES.

Process Evaluation

Group I

Restraining Forces:

1. Time Consuming:
    a. Instruction
    b. Preplanning time
    c. Personnel
        1. preplanning
        2. operational
    d. Training
2. Traditional emphasis on product evaluation
3. Funds
4. Fear of evaluation of staff members
5. Erosion of sanctions
6. Guidelines
7. Sea's rural orientation
8. Lack of communication between OE and sea
9. Organization of school systems
    a. Traditionally based on line and staff

Pushing Forces:

1. Moving away from "crash" programs
2. Teacher demand for involvement in preplanning and operation
3. Community involvement in planning and evaluation
    a. Students
    b. Parents
    c. Industry
    d. Agencies
4. Growing recognition of the inadequacies of traditional evaluation

5. Growing body of literature
6. Accountability of funds
7. In-service education
8. Awareness that programs do not follow submitted plans
9. Use of incentives-financial, etc. for students and staff
10. Clear guidelines
    a. Federal
    b. State
    c. Local
11. Erosion of sanctions

Recommendations:

I. COMMITMENT OF A PERCENTAGE OF FUNDS TO "PROCESS EVALUATION"
   A. FUNDS TO BE ALLOCATED FOR:
      1. TEACHER PLANNING TIME, IN THE SUMMER AND DURING THE YEAR
      2. COMMUNITY PLANNING, IN THE SUMMER AND DURING THE YEAR
      3. PROJECT STAFF

II. NEW EVALUATION ROLE
   A. "ON-SITE" EVALUATION AS OPPOSED TO CENTRAL STAFF
   B. NEED OF EVALUATOR TO TRAIN PARTICIPANTS IN "PROCESS EVALUATION."

Process Evaluation

Group II

Restraining Forces:

1. Process evaluation requires an unmanageable number of methodologies
2. Inadequate communication between operations and evaluation staff
3. Inadequate resource allocation by staff (materials, equipment, funds, time)
4. Vagueness of most program plans

5. Activity level of instructional staff; other staff apathy
6. Record-keeping overload
7. Humanism of staff
8. Question of policy or negotiated working conditions for staff
9. Lack of specificity in guidelines
10. Threatening element to teachers, administrators
11. Undesirability of additional adults in classrooms

Pushing Forces:

1. Offers direct benefit to operation staff, engendering their support
2. Provides immediate feedback
3. Change in project objectives enhances desirability of process evaluation
4. Permits the emergence of new, unanticipated variables
5. Permits replication, through ability to define a plan
6. Has potential for individualization of instruction
7. Meets administrative information needs, improving accountability
8. Permits or aids cost/benefit analysis study
9. Community interest and group pressure for information places a priority on immediacy of information
10. High numbers of evaluation staff per project would be reduced
11. Develops an interested, committed, and demanding staff in the process
12. Offers availability of differentiated staff for locals
13. Focuses attention on evaluation, producing the halo or Hawthorne syndrome
14. Meets a basic need of all, particularly the disadvantaged for instant feedback on programs

Recommendations:

1. PROVIDE GUIDELINES, DEVELOP A SAMPLE OF STANDARD MATERIALS; PROVIDE IN-SERVICE TRAINING

2. BUILD STRATEGY AND RESOURCES INTO THE FUNDING PROPOSAL, E.G., PERFORMANCE CONTRACT

3. PROVIDE ADEQUATE BUDGET AND RESOURCES TO PROVIDE FOR PROJECT REVISION AND RESULTANT CHANGES IN EXPECTATIONS

4. REQUIRE MORE PROGRAM SPECIFICITY IN TERMS OF PROCESS EVALUATION BEFORE FUNDING (I.E., THE BUDGET SHOULD REFLECT A COMMITMENT TO EVALUATION/MANAGEMENT/OPERATION PLANS).

5. GRADUATED INCENTIVES FOR STAFF TRAINING

6. PROVIDE AIDES FOR RECORD-KEEPING

7. LONG-RANGE PROFESSIONAL TRAINING

8. NATIONALLY, OE SHOULD FUND TRAINING IN PROCESS EVALUATION AT ALL LEVELS

9. CONSORTIA OF L.E.A., S.E.A., USOE SHOULD JOINTLY DEVELOP GUIDELINES